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Implementation of the outcome of the World Summit for Social Development and of the twenty-fourth special session of the General Assembly

Report of the Secretary-General

Summary

The present report is submitted in accordance with General Assembly resolution 68/135. It provides an overview of the discussions held by the Commission for Social Development at its fifty-second session, with a focus on the priority theme "Promoting empowerment of people in achieving poverty eradication, social integration and full employment and decent work for all". The report highlights effective policies and strategies for an empowering approach to policymaking, namely, an approach aimed at creating an enabling environment for people to empower themselves through comprehensive strategies to enhance the capacities and abilities of individuals and groups, ensure inclusive institutions and governance processes and promote non-discrimination. It also addresses the special needs of Africa and the least developed countries, progress made in the implementation of programmes related to social groups and social integration, and means to strengthen the social dimension of sustainable development. The report concludes with a set of recommendations for the consideration of the General Assembly.

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I. Introduction

1. In its resolution 68/135, the General Assembly reaffirmed that the Commission for Social Development has primary responsibility for the follow-up to and review of the World Summit for Social Development and the outcome of the twenty-fourth special session of the General Assembly and requested the Secretary-General to submit a report on the question to the Assembly at its sixty-ninth session.

2. The present report summarizes the discussions at the fifty-second session of the Commission for Social Development, held in February 2014, with a particular focus on the priority theme "Promoting empowerment of people in achieving poverty eradication, social integration and full employment and decent work for all". In its resolution 2012/7, the Economic and Social Council selected this topic as the priority theme for the Commission's 2013-2014 review and policy cycle. Empowerment is a dynamic process that occurs over the long term and is affected by national and local circumstances. While empowerment is a building block in achieving the core objectives of social development, poverty eradication, full and productive employment and social integration, such objectives also enable its realization.

3. The first part of the report reviews policies and strategies for the promotion of empowerment. It also addresses the special needs of Africa and the least developed countries, as well as progress made in the implementation of programmes related to social groups and social integration, highlighting the situations of young people, older persons, persons with disabilities, families and indigenous peoples. The second part of the report focuses on the social dimension of sustainable development. It examines policies and strategies that can influence the social conditions and factors, or social drivers, that shape processes of change across social, economic and environmental domains to achieve sustainable development. The report concludes with a set of recommendations for the consideration of the General Assembly.

II. Issues before the Commission for Social Development at its fifty-second session

A. Priority theme: Promoting empowerment of people in achieving poverty eradication, social integration and full employment and decent work for all

4. Empowerment is a long-term process towards the effective participation of all members of society in decision-making processes that affect their lives. It involves various actions and actors in multiple areas. Governments play an essential role in creating an enabling environment in which individuals and communities can empower themselves to move out of poverty, attain productive employment and decent work and achieve social integration. Once empowered, people can become agents of change and actively participate in finding sustainable solutions to existing and emerging challenges. Thus, the empowerment of people is important both as an end in itself and as a means to achieve inclusive, equitable and sustainable development

5. All public policies have an impact on people's empowerment to some degree, be it the result of explicit policies or through the indirect impact of policy measures. While there is no single or universal set of policies and strategies to promote the empowerment of people, Governments can adopt an empowering approach to policymaking and implementation that enables the effective participation of all members of society. Such an approach should have two tracks: one aimed at equalizing opportunities and eliminating barriers to participation through comprehensive and universal policies; and the other directed towards reaching those who face the greatest challenges in escaping poverty and exclusion through targeted measures. These two tracks are mutually reinforcing and must be integrated into a single policy framework.

6. Policies and strategies that focus on empowerment invest in people's potential through building their capabilities and foster stakeholdership through promoting civic engagement. As such, the process of empowerment can accelerate the achievement of the Millennium Development Goals and support a post-2015 development agenda in realizing more inclusive, equitable, and sustainable development.

1. Key elements of an empowering approach to policy

7. The key elements of an empowering approach are: strengthening the capacities and abilities of individuals and groups to participate; building supportive public institutions that are open, responsive, accountable and transparent; and eliminating discrimination. Such an approach goes beyond targeting social groups; it is also aimed at fostering inclusive institutions that can create a level playing field for all.

8. The extent to which individuals are empowered can be gauged by their capacity to actively participate in and contribute to all spheres of life — economic, social and political. This capacity can be strengthened, first and foremost, through investing in essential social services and social protection. Healthy and educated individuals are more likely to secure better-paid jobs, thus increasing their chances of upward mobility and broader participation in society. Individual capacity can also be strengthened through improved access to financial services, job and entrepreneurial skills training, information and communication technologies and knowledge management, and training in social mobilization and the building of partnerships or alliances.

9. Moreover, the formulation and implementation of policies and strategies for people's empowerment must be based on careful social analysis and assessment of the factors that reinforce their disempowerment and exclusion. Expanding an evidence base requires timely and reliable data on such factors that are made publicly available and disaggregated by gender, age and other socioeconomic and demographic characteristics and the identification of measurable indicators to assess progress in promoting the empowerment of individuals and groups. Doing so would also require solid statistical systems to be in place.

10. Open and inclusive institutions, transparency and accountability, respect for human rights, and impartial justice systems are fundamental prerequisites for an empowering approach to take effect. In particular, national and local public institutions need to transform their internal structures and mechanisms so that they can be more effective in facilitating civic participation, consultation and social

dialogue, creating partnerships with multiple stakeholders and supporting inclusive grass-roots organizations that represent disadvantaged or marginalized groups.

11. Lastly, non-discrimination and equal opportunities for all are critical elements of empowerment. Discrimination, stereotyping and social exclusion are major obstacles to the participation of vulnerable and disadvantaged groups and individuals.

2. Policies to strengthen the capacity of people to participate

Investments in social services and social protection

12. Access to universal quality education and basic health care can serve as a pathway for vulnerable and disadvantaged individuals to move out of poverty. Social protection provides guarantees of minimum income support and essential services, which improve the health and education outcomes of poor households and enable families to mitigate risks. Such measures build human capital and can be a springboard for empowerment.

13. In the past decade, much progress has been made in improving enrolment in primary education. However, there remain significant gaps in retention and completion rates and in the quality of education students receive. Furthermore, access to secondary and tertiary education continues to be a challenge in many countries. Additional efforts should be made to enhance the quality of learning and improve retention and completion rates through such measures as increasing the number of qualified teachers; strengthening school management; standardizing curricula; reducing direct and indirect costs related to education (namely, fees for textbooks, school uniforms, lunch and transportation); providing financial or in-kind support for vulnerable families; improving safety during students' travel to and from schools; and providing informal and vocational education and distance learning at affordable costs.

14. Civic education is crucial for enhancing people's capabilities, since it builds awareness of citizens' rights and responsibilities and enables informed decision-making through the provision of key information on public policies and priorities, including budget allocations and spending. Civic education can be provided through formal and informal education and in partnership with civil society organizations.

15. Investments in public health not only improve access to basic health-care facilities, but also reduce future financial and human costs such as malnutrition, maternal and child mortality, the incidence of communicable and non-communicable diseases and endemics, and absenteeism or leaving school or jobs owing to ill health. Such investments enable people to lead more healthy and productive lives. Poor health during early childhood negatively affects learning outcomes, which decreases the chances of obtaining decent work and, therefore, of moving out of poverty later in life. Recognizing the importance of basic health care for inclusive and sustainable development, a growing number of countries are undertaking comprehensive health reform to achieve universal health coverage.[1]

[1] See the statement of the President of the World Bank at the Global Conference on Universal Health Coverage for Inclusive and Sustainable Growth, held in Tokyo in December 2013; available from http://www.worldbank.org/en/news/press-release/2013/12/06/political-leadership-universal-health-coverage-world-bank-japan.

Knowledge-sharing on successful policies and approaches should be promoted to assist Governments that seek to design universal health-care systems.

16. Social protection mitigates the negative impact of economic and social shocks and disasters and prevents citizens from falling into poverty with the provision of temporary or long-term support, in some cases, to sustain livelihoods. In some countries, social protection includes conditional or non-conditional social transfers to targeted populations aimed at addressing the underlying causes of poverty and exclusion. Realizing the potential benefits, many developing countries have been building or strengthening their social protection systems or programmes. Many social transfer programmes have a built-in component for investing in human capabilities; such programmes are conditioned on school attendance and regular health check-ups or on participation in vocational or skills training. The success of these schemes in breaking the intergenerational cycle of poverty and promoting empowerment depends significantly on the availability of quality social services and on their capacity to cope with increasing demand.

Improving access to decent work and other productive assets

17. Decent jobs not only generate income; they also provide a space for social interaction and recognition and serve as a source of dignity. As such, they are a key means to the empowerment of people. Merely engaging in work does not necessarily result in improved quality of life. In fact, the majority of people living in poverty are engaged in subsistence agriculture or low-skilled and low-wage jobs with poor working conditions. In order to promote empowerment through work, it is not enough to create more and better jobs;, various interventions are needed to improve access to decent work, including: reviewing and amending labour laws and regulations; revising labour market policies, for example, to support a minimum wage, collective bargaining, or financial and tax incentives for productive investment in small and microenterprises; better aligning labour market policies with macroeconomic and social policies; promoting social dialogue; incentivizing actors in the informal sector to improve working conditions; and supporting member-based organizations, such as cooperatives.

18. Other productive and material assets, such as land, housing and financial services, are essential in enabling people to withstand shocks, expand their options and emerge from poverty. In particular, there is a need for policies to provide and secure access to and tenure over land and related resources, especially for smallholder farmers and indigenous peoples. Financial inclusion is another important strategy for empowering people. The majority of people living in poverty are outside the reach of the formal banking system and therefore do not have easy and affordable access to credit. World Bank data show that close to 60 per cent of adults in developing countries, including 77 per cent of adults living on less than $2 a day, are unbanked.[2] Greater efforts must be made to expand access to a broad range of financial services, including community-based savings, credit, micro-insurance, rural finance and mobile banking, and to improve financial literacy and management for more productive use of such services. At the same time, more attention should be focused on improving financial governance and accessibility, including through the promotion of responsible and sustainable lending practices by a range of financial

[2] See the World Bank Global Financial Inclusion (Global Findex) Database available from http://microdata.worldbank.org/index.php/catalog/global-findex (accessed on 30 June 2014).

service providers, such as commercial banks, financial cooperatives, microfinance institutions or community-based organizations, in support of productive enterprises and the development of human capital.

Enhancing access to information and communication technologies

19. Information and communication technologies have been recognized as a powerful tool to empower people, promote participation, eradicate poverty and achieve people-centred, inclusive and sustainable development. According to the International Telecommunication Union , at the end of 2014, there will be almost 3 billion Internet users worldwide (two thirds of whom will be in developing countries) and almost 7 billion mobile cellular subscriptions (3.6 billion of which will be in the Asia-Pacific region).[3] Many innovative development initiatives at both the national and grass-roots levels have successfully tapped into the potential of information and communication technologies, ranging from cash transfer programmes to monitoring and early warning systems for disasters. However, there remains a significant and multidimensional digital divide, with gaps in both connectivity and use between, for example, the haves and have-nots, rural and urban areas, and men and women. In addition to the need for increased investment in information and communications technology infrastructure and skills development, Governments should ensure universal coverage of information and communications technology broadband and formulate information and communications technology policies that pay particular attention to the needs of specific social groups (namely, young persons, older persons, persons with disabilities, indigenous peoples, women, people living in poverty and migrant workers).

3. Building inclusive public institutions to facilitate the participation of people

20. The degree to which empowerment strategies can be effectively implemented depends on the existence of inclusive and effective institutions. Inclusive public institutions uphold their values and commitments to serve all people, regardless of their background, and facilitate their participation. Active participation and civic engagement, in turn, enhance the legitimacy of institutions and build trust in them, which serves as a foundation for a cohesive society.

21. Participation is critical for empowerment for various compelling reasons. Through participation, people become better citizens by gaining civic and political knowledge, developing greater awareness of their rights and responsibilities, and assuming ownership and control over the betterment of their own lives. Over time, people gain confidence and skills, which act as a catalyst for further participation, in turn leading to broader and more structural change. Lastly, participation brings new perspectives and innovative ideas and approaches into policymaking and implementation processes, while providing a sense of belonging, recognition, social identity and dignity.[4]

22. Broad-based participation, however, is unlikely to take root in the absence of inclusive and effective institutions. Bureaucracies or institutional resistance to

[3] See http://www.itu.int/net/pressoffice/press_releases/2014/23.aspx#.U5h9SPI5PQI.

[4] See the presentation prepared by John Gaventa for the high-level panel discussion on promoting the empowerment of people in achieving poverty eradication, social integration and full employment and decent work for all at the fifty-second session of the Commission for Social Development. Available from http://www.un.org/esa/socdev/csocd/2014/JohnGaventa.pdf.

change may discourage grass-roots participation. Similarly, when active participation does not produce timely and tangible results, people may lose trust, confidence or resources in the process, leading to disenchantment and, ultimately, disempowerment. It is therefore important to understand how institutions behave and function. Many existing institutions may not be equipped with adequate mechanisms and capacities to facilitate participation. To promote people's empowerment, it is necessary to transform the culture of institutions and strengthen their capacities, as appropriate.

23. Institutional capacities can be strengthened in such areas as organizing and facilitating broad-based civic participation through, for example, periodic consultations, public hearings, town hall meetings and social dialogue; alliance- and partnership-building; evidence-based policymaking; information- and knowledge-sharing; and building the capacity of vulnerable groups and communities to enable their effective participation. Further, it is important to engage various stakeholders and institutions across sectors in promoting inclusive and sustainable visions, goals and processes and in developing their social capital capacities.

24. Social mobilization efforts, often initiated at the grass-roots level, have had success in changing mindsets and behaviour and creating a greater sense of responsibility among citizens. It should be noted that, when supporting grass-roots initiatives, it is generally more effective to foster, strengthen and build links with existing collective associations and social movements than to create new spaces and mechanisms for participation. Modern technologies such as broadband and mobile technologies and social media networks have great potential to enhance the ability of public institutions to reach out to a wider public.

25. Lastly, strong institutional transparency and accountability mechanisms are also critical in building the support and engagement of various stakeholders. Accountability can take a number of different forms, such as answerability (the right to a response and the obligation to provide one) and enforceability (the capacity to ensure that an action is taken, and access to mechanisms for redress when accountability fails). Accountability mechanisms include clear administrative rules and procedures, legal frameworks, oversight institutions, auditing and other checks and balances, including citizen engagement, to ensure that public institutions are responsive, that policies are implemented effectively and that resources are available for the adequate provision of quality services.

26. Public institutions are accountable for making available relevant information that affects people's lives, such as that related to public policy, planning, budgeting or statistical data. Such information should be disseminated via information and communication technologies, to the extent possible, to ensure its timely reach and enable citizens to make informed decisions. Increased participation and civic engagement will, in turn, enhance the transparency and accountability of institutions. To guarantee the right to information, some Governments have enacted legislation and regulations (for example, India's Right to Information Act, 2005) and set up institutional frameworks to support them. People's empowerment through access to information, in turn, is supportive of monitoring mechanisms that hold institutions accountable.

4. Eliminating discrimination and exclusion

27. Another aim of an empowering approach is to eliminate barriers to participation. Concerted efforts should be made to combat discrimination in all its forms, including through harmonizing international human rights norms and standards with national policy and legal frameworks, including through amending and/or eliminating discriminatory laws and practices both in formal and informal justice systems; improving coverage of civil registration systems; enhancing legal awareness and literacy among vulnerable and marginalized groups and individuals regarding their rights (namely, access to justice, land and financial services; property rights; and rights to inheritance) and responsibilities as citizens; undertaking targeted or special measures, such as quota systems, to reach excluded or disadvantaged groups, in addition to universal measures; providing guidance and training to public service providers to effectively tackle discrimination; and identifying social norms, attitudes, behaviours and stereotypes that create asymmetries of power and result in discrimination, and strengthening advocacy aimed at transforming them.

28. Registration of citizenship is particularly important as an entry point to the elimination of discrimination and exclusion. Effective civil registration systems that provide legal identity and enable people to claim their rights should be established. Every effort should be made to identify and remove barriers to civil registration, including through information campaigns and registration drives.

B. Special needs of Africa and the least developed countries

1. Special needs of Africa

29. The New Partnership for Africa's Development (NEPAD) continues to play a pivotal role in guiding the development priorities of Africa and its people. Substantial progress is being made to improve social development outcomes across the continent and to enhance the performance of the agricultural sector and investment in infrastructure and energy. NEPAD also continues to play a pivotal role in improving governance on the continent. Combined, improvements in all of these priority areas of NEPAD are strengthening Africa's pursuit of inclusive and transformative development and the promotion of durable peace. Looking ahead, these efforts will be reinforced by the proposed Africa Union Agenda 2063, the goal of which is to guide continental transformation for the next 50 years by boosting economic growth and advancing social development, citizen empowerment and African integration.

30. Although Africa's economic growth has declined from its 2012 rate of 5.7 per cent, *World Economic Situation and Prospects 2014* of the Department of Economic and Social Affairs of the Secretariat projects that the continent's economy is expected to grow by 4.2 per cent in 2014 and 5.1 per cent in 2015. This means that Africa's growth rate is still almost twice as high as the global average. This growth has been underpinned by strong demand for African commodities, a supportive macroeconomic policy environment, and increasing consumption and investment. However, many African countries have not been able to make the growth inclusive. Gender disparities in employment persist along with widespread unemployment, as well as underemployment and low wages. Inequality within and across countries also continues to worsen.

31. Some progress has been made in reducing poverty. The proportion of people in sub-Saharan Africa living on less than $1.25 a day stood at 48.5 per cent in 2010, down from 56.5 per cent in 1990.[5] To further reduce poverty and create opportunities for all to have decent livelihoods, growth in Africa needs to be translated into job-rich growth. For growth to be equitable, sustained and inclusive, it must, for example, curtail the rise in the number of educated young people, persons with disabilities and other vulnerable groups, as well as women, who are either unemployed or underemployed. In addition to national efforts, international cooperation and support are also necessary to make Africa's development more sustainable and inclusive, in particular through reducing Africa's debt burden and the transaction costs of sending remittances and through curtailing the loss of investment capital and revenue through illicit financial flows.

32. Greater efforts need to be undertaken to bring people, in particular young people and other vulnerable social groups, into gainful and productive employment on a large scale. The International Labour Organization estimates that three out of four workers in sub-Saharan Africa are engaged in vulnerable forms of employment.[6] Addressing this situation requires sustained investments in labour-intensive sectors, increasing the productivity and growth of the agricultural sector, and scaling up industrialization, intra-African trade and strategic participation in global value chains in manufacturing and services. African countries also need to continue to consolidate and further invest in an educated and healthy labour force. This entails investing in technical and vocational skills development and lifelong learning, strengthening education systems at all levels, improving health outcomes, in particular with respect to maternal and child health, and ensuring the provision of basic social protection.

33. To redouble their efforts to eradicate poverty and hunger and to ensure that poverty eradication remains the top concern of African countries, African Heads of State declared 2014 the Year of Agriculture and Food Security in Africa, marking the tenth anniversary of the adoption of the Comprehensive Africa Agriculture Development Programme. The purpose of the programme is to transform agriculture in the continent by harnessing opportunities for inclusive growth and sustainable development in order to ensure shared prosperity and improved livelihoods for all. Since its adoption, the imperative of investment in African agriculture has remained high on policy agendas at the national, regional, continental and global levels. More importantly, agricultural performance has improved. Over the past decade, annual agricultural gross domestic product (GDP) growth averaged nearly 4 per cent, well above growth rates for the previous decades.

34. This improved performance, however, has not made a major dent in levels of poverty and food insecurity on the continent. Many countries, in particular in the Sahel and the Horn of Africa, still face major challenges in feeding their citizens. In fact, sub-Saharan Africa will not meet the Millennium Development Goal target of halving the proportion of people suffering from hunger by 2015. Despite modest progress in reducing levels of undernourishment in recent years, the subregion still

[5] See the PovcalNet online poverty analysis tool of the World Bank Development Research Group (2014). Available from http://iresearch.worldbank.org/PovcalNet/index.htm?1,0 (accessed June 2014).

[6] International Labour Organization, *World of Work Report 2014: Developing with jobs* (Geneva, International Labour Office, 2014).

has the highest prevalence of undernourishment in the world.[7] The Food and Agriculture Organization of the United Nations estimates that 24.8 per cent of the total population of sub-Saharan Africa (or 222.7 million people) was undernourished during the period 2011-2013.[8] Moreover, the absolute number of food insecure people in the subregion is projected to increase from 357 million in 2012 to 411 million in 2022.[9]

2. Special needs of the least developed countries

35. The least developed countries have maintained a moderate recovery from the global economic crisis, with an aggregate growth rate of 5.6 per cent in 2013. Although growth increased 1.3 per cent from the previous year, just 11 countries met or exceeded the annual aggregate growth level from the period 2001-2010 of nearly 7 per cent. Extreme poverty continues to be pervasive. Based on data for the period 2001-2010, the proportion of people in the least developed countries living below the $1.25 poverty line was 50.8 per cent (see A/69/95-E/2014/81, annex, table 1). The progress that was made towards realizing poverty and other development objectives occurred where high growth rates were sustained. It will therefore be important to maintain the rates of economic growth achieved to date and to generate more productive and decent jobs in order to facilitate substantial advances in human and social development. As a group, the least developed countries face unique economic challenges on multiple fronts. In particular, they are disproportionately vulnerable to shocks and volatility in advanced economies and to the effects of climate and natural disasters.

36. Across social indicators, progress continues to be mixed. This is in large part owing to the fact that the least developed countries have much longer paths to navigate in order to achieve global development goals than other groups of countries and fewer resources with which to do so. At the same time, the populations of the least developed countries are rapidly increasing and straining the capacity of land, housing and infrastructure to support them. Moreover, there remains a great need for comprehensive and ongoing social protection systems to provide essential goods and services and foster resilience throughout people's life cycle. Although most least developed countries have in place some social safety net programmes and many have made efforts to broaden and strengthen the institutional frameworks of such programmes, the majority of schemes operate on an ad hoc basis and lack sustainability.

37. In the area of education, school enrolment rates are increasing and important progress is being made towards gender parity at the primary school level in many of the least developed countries. However, notwithstanding major successes in a few countries, there has been slower progress in improving completion rates. Moreover, advancements in enrolment have been shown to narrow at each higher level of education, including vocational and technical education. Despite improvements in

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[7] United Nations, *The Millennium Development Goals Report 2013* (New York, 2013).

[8] Food and Agriculture Organization of the United Nations, International Fund for Agricultural Development and World Food Programme, *The State of Food Insecurity in the World 2013: The multiple dimensions of food security* (Rome, Food and Agriculture Organization of the United Nations, 2013).

[9] Stacey Rosen and others, "International Food Security Assessment, 2012-22", Outlook No. GFA-23 (Washington, D.C., United States Department of Agriculture, Economic Research Service, July 2012).

access to primary as well as secondary education and in youth literacy, many young people lack adequate job-related skills and are either unemployed or unable to find decent jobs.

38. While the proportion of undernourished people in the least developed countries has declined in recent years, success has been marginal. In the 2011-2013 period, approximately 252 million people experienced hunger. Nevertheless, five countries, namely, Bangladesh, Ethiopia, Nepal, the Niger and Rwanda, have reduced hunger among their populations both in relative and in absolute terms. Although steady progress has been made in most least developed countries in improving child and maternal health, few have achieved the Millennium Development Goal targets of reducing child mortality rates by two thirds and maternal mortality rates by three quarters. The incidence of malaria and tuberculosis, although high, continues to decline. HIV rates have also declined slightly, with greater progress having been achieved in reducing AIDS-related mortality.

C. Implementation of programmes related to social groups and social integration

39. The ranks of those who live in poverty or are perpetually vulnerable to it, who are unable to find employment or working in precarious and vulnerable jobs, and who are excluded from full participation in society, continue to disproportionately comprise members of historically marginalized social groups. In addition to comprehensive strategies to advance social development, measures that target specific social groups are also needed to address their distinct disadvantages and thereby help to level the playing field. An integral part of the implementation of the World Summit for Social Development is carried out through programmes focused on specific social groups.

40. Empowered, well-functioning families whose members all enjoy respect for their human rights are drivers of development. The year 2014 marks the twentieth anniversary of the International Year of the Family. The preparations for its observance have centred on the themes of poverty, work-family balance and intergenerational solidarity. Preparatory activities for the anniversary have been carried out at the national, regional and international levels, in particular, by non-governmental and community-based organizations. Research and regional and international reviews carried out under the preparatory process shed light on the significant contributions of family-focused policies towards poverty reduction, positive outcomes for children, better work-family balance and stronger intergenerational bonds. By comprehensively addressing intergenerational challenges, a family-centred approach to policymaking has the potential to advance sustainable development efforts.

41. The twentieth anniversary of the International Year of the Family has fuelled reflection on the current status and priority areas of family policy development. Family-oriented policies are largely concentrated in health, education, housing and care arrangements, with intergenerational focus gaining ground as well. Government policies have provided support and protection to vulnerable families through legislative measures and social protection systems, with a special focus on families with young children and households headed by women. Several have also prioritized

partnerships with family-focused organizations, the private sector and other relevant stakeholders. Some States have adopted national family plans to guide cohesive family policy development, with some also taking steps to decentralize family services and programmes, such as those relating to cash transfers and child-care provision. However, the development of family policy continues to be hindered by insufficient research and sound statistics. In addition to improved data and indicators, the advancement of family policy calls for greater integration of a family perspective into overall policymaking, systematic long-term policy evaluation, and the development of a life-course approach, taking into account the contributions and needs of all generations.

42. Growing attention is being given to the need to promote and protect the rights of older persons. At its fifty-second session, the Commission for Social Development adopted a draft resolution entitled "Further implementation of the Madrid International Plan of Action on Ageing, 2002", in which it addressed ageism for the first time. The resolution recognizes ageism as a widespread prejudicial attitude that is both rooted in, as well as a driver of, age discrimination. In a parallel development, the Human Rights Council appointed a new Independent Expert on the enjoyment of all human rights by older persons in May 2014. The Independent Expert is mandated to work in coordination with the Open-ended Working Group on Ageing and other United Nations bodies and processes and to examine the human rights implications of the implementation of the Madrid Plan of Action.

43. At the fourth session of the Open-ended Working Group on Ageing, held in August 2013, Member States stressed the need to intensify efforts to implement the Madrid International Plan of Action on Ageing, 2002. Agreement on how to approach such implementation, however, has not yet been reached. Whereas the Madrid Plan of Action envisioned the mainstreaming of ageing and the concerns of older persons into national and global agendas as a fundamental starting point to its implementation, progress towards such mainstreaming has been minimal or absent. Ageing issues therefore continue to be addressed in a fragmented way. This is underpinned by approaches to ageing and older persons in general that differ markedly by country and region, rooted, for example, in religion, the social welfare model or, increasingly, human rights. A human rights-based approach to ageing may provide a common platform around which old-age issues can be discussed and addressed and may also broaden the often narrow and entrenched perspectives on ageing.

44. Young people have dominated the global development agenda in recent times. In the wake of youth-led protests and demonstrations across the world, young people have been asserting their presence and are powerfully demanding more just, equitable and progressive societies. They are calling for a greater say in the governance structures of their nations and for more opportunities in employment and economic life. While young men and women are increasingly becoming powerful agents of change, staggering rates of global youth unemployment and underemployment continue to cripple their talent and drive. Against this reality, fully unleashing the potential of young people and engaging them in deciding the fate of their communities and countries is an urgent imperative. With one half of the global population under age 25, 1.2 billion of whom are aged 15 to 24 years, the "youth bulge" represents an unprecedented opportunity to tap into the talents and skills of young people in order to advance global and national development.

45. In response to these developments, several initiatives have been undertaken to increase youth engagement at the United Nations. In 2012, following requests by Member States to enhance inter-agency arrangements on youth policies and programmes, the Secretary-General made working with and for young people a priority under his Five-Year Action Agenda. A direct outcome of this initiative was the development of the United Nations System-wide Action Plan on Youth. Grounded in the framework of the World Programme of Action for Youth, the System-wide Action Plan on Youth is a blueprint that identifies key priorities of the United Nations system related to youth development and offers a strategy for enhancing collaboration among United Nations entities at the global, regional and national levels. With a focus on the thematic areas of employment and entrepreneurship, protection of rights and civic engagement, political inclusion, health and education, including comprehensive education on sexuality, the System-Wide Action Plan on Youth was formulated in consultation with young people worldwide, who will continue to be engaged in its implementation and monitoring. The first annual report on the Action Plan identified and evaluated progress, gaps and lessons learned. Also under the Action Agenda, the United Nations Volunteers programme collaborated with a range of partners to develop the United Nations Youth Volunteers modality, and the first-ever Envoy of the Secretary-General on Youth has been calling for greater commitment to the development needs and rights of young people and engaging youth in the work of the United Nations. Since his appointment in 2013, the Envoy has focused on enhancing youth participation at the national, regional and international levels and on advocacy for and with youth, fostering multi-stakeholder partnerships, and harmonizing youth programming within the United Nations. In addition, the Department of Economic and Social Affairs, through its Division for Social Policy and Development, has undertaken efforts to further examine the topic of youth participation. In that connection, the Division convened two expert group meetings that explored youth participation in the midst of wider discussions on how best to ensure young people's active engagement in the development of the post-2015 development agenda.

46. The High-level Meeting on the realization of the Millennium Development Goals and other internationally agreed development goals for persons with disabilities, called for by the General Assembly in its resolution 66/124, was held on 23 September 2013 under the theme "The way forward: a disability-inclusive development agenda towards 2015 and beyond". The meeting and its preparatory process included the participation of multiple stakeholders, especially persons with disabilities and their representative organizations. Recognizing that efforts to meet the Millennium Development Goals have largely left persons with disabilities behind, the participants stressed the importance of ensuring that internationally agreed development goals are realized for persons with disabilities in order to achieve their full and equal participation in society. Also highlighted was the critical role of persons with disabilities, who are the world's largest minority, as equal and essential partners in achieving poverty eradication and other sustainable development aims.

47. The outcome document of the High-level Meeting recommended that action be taken to ensure that national development strategies and efforts are disability-inclusive and contain disability-targeted actions. It also noted that the extent, quality and availability of data, statistics and indicators related to disability, although improving, remain inadequate, and stressed that greater efforts are needed in this

area to formulate a clear assessment of the situation of persons with disabilities and to track the degree to which they are benefiting from overall progress towards international development goals. Many Member States have undertaken efforts to strengthen the knowledge base on disabilities, including disability-specific surveys and the incorporation of the Washington Group short set of questions in censuses.

48. Accessibility as a cross-cutting issue is both a means and a goal of inclusive development. As such, the outcome document emphasized the importance of removing barriers of any kind to ensure that persons with disabilities can reach their maximum potential and achieve full and equal participation in society. In that regard, during the 2013 observance of the International Day of Persons with Disabilities (3 December), the United Nations Secretariat inaugurated its Accessibility Centre to facilitate the participation of persons with disabilities in its work. The outcome document also underscored the important role of international cooperation and the mobilization of resources on a sustainable basis to mainstream disability in development at all levels.

49. Many indigenous peoples around the world do not enjoy recognition of their cultural identity, collective rights or traditional knowledge and experience persistent social exclusion, discrimination and human rights violations. The special theme of the thirteenth session of the Permanent Forum on Indigenous Issues was "Principles of good governance consistent with the United Nations Declaration on the Rights of Indigenous Peoples: articles 3 to 6 and 46". From an indigenous perspective, good governance has at its root the right to self-determination in the political, economic, social and cultural realms, without which all other human rights cannot be fulfilled. Good governance fosters equality and the right of indigenous peoples to full participation in decision-making about issues that affect them and their communities as well as lands, territories and natural resources, including through the recognition of indigenous forms of self-governance and autonomy. With a regional focus on Asia, where two thirds of the global indigenous population live, the Permanent Forum highlighted the persistent marginalization of indigenous peoples through inadequate education and health-care services and encroachment on traditional livelihoods, including through involuntary displacement from and dispossession of their lands and resources. Indigenous women are particularly vulnerable to discrimination, poor sexual and reproductive health care and gender-based violence, especially in conflict areas. However, the region has also seen some gains in respect of indigenous people's rights and well-being in the form of legal recognition of indigenous status and culture in addition to ancestral land and natural resources.

50. In September 2014, the General Assembly will hold a high-level plenary meeting, known as the World Conference on Indigenous Peoples, to share perspectives and best practices on the realization of the rights of indigenous peoples, with a particular focus on pursuing the objectives of the United Nations Declaration on the Rights of Indigenous Peoples. The World Conference is to result in a concise, action-oriented outcome document.

51. In order to fully realize a society for all, greater efforts are needed to establish a comprehensive evidence base for effective social policies. More and improved data and statistics disaggregated by sex, age, disability status and indigenous status are essential in order to devise responsive policies to foster sustainable development as well as to accurately assess the impact of such policies on all segments of the population. Sound data and statistics must be integrated into the post-2015

development framework to ensure that development is truly inclusive and equitable. Continued and strengthened efforts must also be undertaken to enable the voices, needs and concerns of all social groups, in particular those most marginalized, to be heard and responded to in the post-2015 agenda.

III. Creating pathways to inclusive and sustainable development

52. Further to the United Nations Conference on Sustainable Development in June 2012, global attention has been sharply focused on how to achieve effective and balanced integration of the social, economic and environmental dimensions of sustainable development. Broad agreement exists that sustainable development will underpin the post-2015 development agenda, with poverty eradication as its overarching goal and a more prominent place for environmental issues. However, to date, economic and environmental concerns have largely overshadowed the social dimension.

53. Strengthening the social dimension of sustainable development requires a focus on social conditions and factors that shape processes of change as a means to achieve socially, economically and environmentally sustainable development. These factors can be described as the "social drivers" of sustainable development. Understanding the social factors that drive or sustain development outcomes would allow policymakers to find sustainable solutions to social, economic and environmental challenges. This shift of focus, in fact, broadens the scope of social policy, which is necessary to tackle complex sustainability challenges such as those related to climate change, water and food security, energy, land use and disasters and to lead to more effective, durable, equitable and just solutions.

54. Social drivers involve three core elements, namely, social structures, institutions and agency, which are grounded in social norms and values. In making the transition to sustainable patterns of development, social drivers play a critical role. Social structures and institutions shape people's preferences, behaviour and possibilities and include forms of socioeconomic stratification (class, ethnicity, gender and location). Institutions include the informal and formal "rules of the game" that pattern the behaviour of people and organizations. Agency refers to the capacity of individuals and groups to influence change or respond and adapt to circumstances, including how they cope, innovate, organize and mobilize in defence of their interests, identity and rights.[10] Social drivers can either fuel or frustrate sustainable development, depending on the behaviours and norms that they uphold.

55. In formulating policies for inclusive and sustainable development that intend to transform the pattern of development, it is therefore important to address the structural causes, or social drivers, of development challenges. This involves greater involvement of social partners in decision-making processes, and the promotion of people's empowerment.

56. The imperative is for social policies to steer social drivers towards social justice as well as economic growth and environmental stewardship. They can influence transformative change through, for example, strengthening human capital,

[10] United Nations Research Institute for Social Development, "Social drivers of sustainable development", Beyond 2015 Brief No. 4 (Geneva, 2013).

curbing inequalities and contributing to productive growth. It is in this way that social policies can enable more sustainable development outcomes.

Key policy areas

57. Several important policy areas in particular can influence the social drivers of sustainable development. These areas entail strategies to foster employment-focused macroeconomic policies, universal social protection and redistribution, equality both of opportunity and outcome, a green as well as socially fair economy, social and solidarity economy, and participation and empowerment (see E/CN.5/2014/8).

58. A singular focus on economic growth is unlikely to be inclusive or to result in a commensurate expansion of the labour market and opportunities for decent work for all. Wage or own-account employment continues to generate the bulk of income for the majority of the global population. In order to achieve people-centred development, macroeconomic policy must therefore have as its primary objective full and productive employment and decent work. In addition to strategies such as those that promote active labour market policies, infrastructure development, industrial policies and public works, greater attention must be paid to addressing the risks associated with informal and vulnerable employment and to promoting and investing in green jobs.

59. In order to be transformative, social policies cannot be limited to targeting vulnerable groups, but should serve multiple functions for people throughout the life cycle and incorporate redistributive measures to address inequalities. In particular, universal access to comprehensive social infrastructure, services and social security provides protection in the event of multiple contingencies, from unemployment to disability and old age, stabilizes aggregate demand following economic shocks, and strengthens capacities to transition to a green economy. In some cases, "eco-social policies" are striving to enhance the sustainability of environmental management and natural resource use through, for example, cash transfer and employment programmes and innovative resource mobilization strategies.[11]

60. In addressing the cross-cutting issue of inequality, which is rapidly gaining prominence on the global agenda, it is important to promote equality of both opportunity and outcome. Attention is most often directed at expanding opportunities — or example, through access to health care or skills development — which, in turn, impact livelihoods. Yet, inequality in outcomes also helps to define opportunities open to individuals, thereby perpetuating harmful disparities that can persist across generations, and requires that structural and discriminatory forces be addressed. Cohesive policies are essential to address both types of inequality.

61. Meeting environmental challenges such as climate change and land degradation requires a transition to a green as well as a fair economy. Some efforts to promote a green economy, such as through payments for environmental services or market-based allocation of environmental assets, have not consistently produced intended results, often favouring those who are better-off and disadvantaging certain social groups.[11] Comprehensive social policies are required to help to reconcile environmental sustainability with economic development with a view to enabling a fair and equitable green economy. More attention should be paid to addressing

[11] United Nations Research Institute for Social Development, "Social dimensions of green economy", Research and Policy Brief No. 12 (Geneva, 2012).

factors such as institutional capacity, political will and power relations, as well as people's awareness and behaviour. In addition to facilitating the creation of green and decent jobs, social policy can, for example, reduce vulnerability to environmental shifts, encourage green production and consumption, invest in eco-social public works, and leverage the community-based livelihood and natural resource management systems developed by indigenous peoples, fisherfolk, forest dwellers and small-scale farmers, many of which are already aligned with green and fair economy.[12]

62. Participation and empowerment are fundamental social drivers of inclusive development. Empowered people and groups can become agents of sustainable development. Participatory processes give people a voice and the ability to impact decision-making processes. Strategies to promote the empowerment of people are discussed in section II.A above.

63. Social and solidarity economy provides an important means of empowering people through engagement in productive livelihoods and social organizing. It refers to forms of production and exchange of goods and services by businesses and organizations with cooperative and associative relations and forms of democratic management — such as cooperatives, associations and mutual benefit societies — that are driven by social and environmental aims as well as profit and that promote solidarity. This collective approach to economic activity serves as a viable means to achieve decent work, meet demand, improve environmental protection and broaden capabilities through skills, organizing and opportunities, all of which further development. At the same time, social and solidarity economy has demonstrated significant resilience during economic downturns, thereby reducing the vulnerability of individuals and groups.

64. Under the agenda item on emerging issues, the fifty-second session of the Commission for Social Development addressed the social drivers of sustainable development. The Commission discussed the need to examine sustainable development through a social lens in the formulation and realization of an integrated and inclusive post-2015 framework. Equality and social justice issues must be embedded in future development agendas. In order to meet the complex challenges to the achievement of a sustainable and equitable future, a paradigm shift that broadens the scope of social policy is required. This calls for transformative and structural changes at the national, regional and international levels and greater involvement of social partners in decision-making processes.

IV. Recommendations

65. Policies and measures designed to reduce poverty, expand decent work and achieve social integration and those directed at promoting the empowerment of people are mutually reinforcing. An empowering approach to policymaking requires both comprehensive strategies and group-specific approaches. Once empowered, individuals and communities will become agents of change in advancing inclusive and sustainable development.

66. In order to accelerate progress towards the implementation of the outcome of the World Summit for Social Development and other social development goals and

[12] See www.unrisd.org/social-drivers-note.

to strengthen the social pillar of sustainable development, the General Assembly may wish to consider the following recommendations:

- **Governments should consider adopting a policy approach that will empower individuals through investing in, inter alia, education, vocational skills and health; enhancing institutional accountability, transparency, responsiveness and capacity to facilitate effective participation; and eliminating discrimination. To that end, Governments should:**
  - **Invest in social protection and essential social services and improve access to decent work and to information and productive resources, such as information and communication technologies, financial services, land and property, as a means of empowering people**
  - **Eliminate discriminatory laws, policies and practices and other barriers to participation, including through the establishment of effective civil registration systems, to enable equal access to justice and public services and equitable access to assets and opportunities**
  - **Enhance institutional transparency and accountability mechanisms to garner the support of various stakeholders and strengthen institutional capacity to facilitate broad-based civic participation through periodic consultations, public hearings, town hall meetings and social dialogue**
  - **Strengthen capacities to gather, and analyse and make widely available, high-quality, timely and reliable data, disaggregated by, to the extent possible, sex, age, rural/urban location, ability/disability, income, race/ethnicity and indigenous status, in order to enable social analysis and impact assessments as well as inclusive policymaking and monitoring processes**
  - **Enhance policy coherence and coordination across the economic, social and environmental dimensions of sustainable development, with poverty eradication and the promotion of decent work as central objectives; give priority to employment creation and the expansion of social protection in national policymaking.**

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Third annual progress report of the Board of Auditors on the implementation of the United Nations enterprise resource planning system

Note by the Secretary-General

The Secretary-General has the honour to transmit to the General Assembly a letter dated 30 June 2014 from the Chair of the Board of Auditors transmitting the report of the Board on the progress in the implementation of the enterprise resource planning system (Umoja).

* Reissued for technical reasons on 11 September 2014.
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Letter of transmittal

Letter dated 30 June 2014 from the Chair of the Board of Auditors addressed to the President of the General Assembly

I have the honour to transmit to you the third report of the Board of Auditors on the implementation of the enterprise resource planning system.

(*Signed*) Sir Amyas C. E. **Morse**
Comptroller and Auditor General of the
United Kingdom of Great Britain and Northern Ireland
Chair of the Board of Auditors

Enterprise resource planning system (Umoja): key facts

Cost

$348 million	Total approved project budget to end of 2015 to cover Foundation and Extension 1
$271 million	Project spend to 31 March 2014 (78 per cent of approved budget)
$372 million	Anticipated cost to end of 2015 to cover Foundation, Extension 1 and design of Extension 2
$30 million	Estimated cost of contracted services required for the building, testing and deployment of Extension 2

Timeline

2006	General Assembly request for project proposal
2009	General Assembly approves project proposal
2018	Forecast date for full implementation (five years later than originally planned)

Benefits

$140 million to $220 million	Administration's forecast of annual recurrent benefits

Third annual progress report of the Board of Auditors on the implementation of the United Nations enterprise resource planning system

Summary

1. The implementation of the new enterprise resource planning system (Umoja) throughout the United Nations Secretariat is a complex, high-value project to modernize a wide range of business processes and systems that are key to the efficient and effective functioning of the Organization.

2. In June 2006, the General Assembly requested the Secretary-General to present a detailed proposal for a new enterprise resource planning system. In December 2009, the Assembly approved the proposal. Since then, the project has undergone several significant changes, affecting the original approach, the expected cost and the planned time to implement. The deployment strategy is to roll out the system in different parts of the Organization (clusters) in three functional phases:

(a) **Foundation**: finance processes (funds management and financial accounting), supply chain, project management and sales and distribution. Umoja Foundation is essential to supporting the requirements of the International Public Sector Accounting Standards;

(b) **Extension 1**: human resources management processes such as organizational and position management, personnel administration, entitlements, benefits and time management. Payroll, travel initiation, travel expenses and online booking are also included;

(c) **Extension 2**: other important administrative processes such as budget formulation, force planning, programme management, supply chain planning, warehouse management and conference and event management, full grants management and commercial activities.

3. In 2011, the General Assembly, in its resolution 66/246, requested the Board to submit annual progress reports on the enterprise resource planning project. In its first such report (A/67/164), the Board highlighted that the project was in substantial difficulty and recommended that the Administration should fundamentally reassess it to ensure that the risks were managed. In its second report (A/68/151), the Board acknowledged the Administration's progress in addressing some of the weaknesses, but highlighted that implementation challenges were about to escalate and identified the need for an increased focus on business readiness and change management.

4. Since the Board's previous report, the United Nations has begun to roll out Foundation in peacekeeping operations and 17 of 38 special political missions. In the present report, the Board sets out the status of the project as at 31 May 2014, focusing on the background, the beginning of project implementation, achieving successful project delivery and governance and management.

Overall conclusion

5. The enterprise resource planning project, if implemented successfully, remains an essential opportunity to modernize the business administration of the United Nations. The milestones reached in November 2013, with the beginning of the implementation of Foundation in peacekeeping operations, and in March 2014, with the roll-out to special political missions, were significant, given the project's complexity and difficult start. Some 4,000 staff in 300 locations are using the system. It is clear that the technical solution is viable and will be able to support a large and complex part of the United Nations. Nevertheless, the Organization has experienced significant difficulty in embedding the new standard business processes, primarily owing to the level of divergence of existing processes, both across organizational units and from the modern processes designed and embedded in the new system, and the lack of business readiness to shift to new ways of working.

6. Inevitably, as is common in other roll-outs of enterprise resource planning systems of this scale, problems will occur. The management planned for a period of stabilization after the implementation of Foundation processes. However, the scale and depth of the problems illustrate not only the fundamental need for the new system, but also the challenge of introducing standardized business processes and new ways of working into a highly federated organization with a deeply entrenched staff and managerial culture. It is the senior management's response to the challenge that is important. The Administration has demonstrated perseverance and pragmatism in responding to emerging risks and issues that could compromise the system's aims and objectives. The problems have not yet been resolved, however, and the senior management must continue working collectively to identify what is required to make business units ready to implement the system and to make efficient and appropriate use of the new business processes and supporting technologies. The time and resources required should not be underestimated.

7. The initial roll-out of Foundation has provided evidence of the need to introduce change more effectively in the future. Resolving these issues will require concerted effort throughout the Organization. While the benefits in the medium to long term remain worth investing in, this cannot be at any cost. The Organization needs to develop an achievable, fully funded and independently assured deployment plan that reflects the diversity and complexity of the United Nations. The Board expects the Organization to continue to apply lessons from the pilots and initial roll-out to inform its planning for the remainder of the project, including its assessment of the project's full cost and likely return on investment.

Key findings

Beginning of project implementation

8. **The pilot of Foundation at the United Nations Interim Force in Lebanon in July 2013 was a test of the technical functionality of the system and revealed a number of important lessons that enabled the Administration to better prepare for the roll-out. The pilot did not, however, reveal the scale of the problems that would emerge**. In the lead-up to Foundation going live on 1 July 2013, and immediately thereafter, status reports submitted to the steering committee showed no significant issues in terms of business readiness, the technical solution and the ability of staff to use the new system. Although the pilot identified a number of problems, a pilot in a single mission was insufficient to determine wider readiness or identify the scale of significant differences in working practices in multiple locations.

9. **In August 2013, the project team reported two critical issues relating to data management that needed to be addressed before the roll-out of Foundation could begin**. The steering committee decided to delay the roll-out by a month to provide time to resolve the issues.

10. **The final decision to roll out Foundation in peacekeeping operations and 17 special political missions was based on an in-depth assessment of operational readiness that concluded that staff, processes and technology were ready**. The steering committee was aware that problems would emerge, but considered that they would be manageable and that on balance it was better to begin the roll-out to protect the deployment schedule.

11. **Following the roll-out of Foundation in peacekeeping operations and special political missions, the Organization swiftly experienced significantly more problems than expected**. For example, staff did not adopt the new business processes and were using workarounds, in particular in critical financial processes. The level of training and skills, management understanding of the solution and the inconsistency of processes between locations were significant contributory factors to the problems that emerged. The issues faced demonstrate weaknesses in the acceptance procedures (and therefore accountability) on the part of all stakeholders involved in signing off on technical, process and business readiness.

12. **In February 2014, in the light of the problems encountered, the steering committee reprofiled the deployment schedule to create more time to address business readiness and established a post-implementation task force to tackle the problems in peacekeeping operations**. Those decisions were necessary and pragmatic, in particular the deferral, from July 2014 to June 2015, of roll-out in departments based in New York owing to concerns about business readiness within the wider Secretariat and the level of resources being used to support the stabilization of Foundation in peacekeeping operations. At the time of the audit, the implications for project cost, delivery and benefits were uncertain. The Secretary-General will report thereon in his sixth annual progress report.

13. **There has been a significant and collective effort to resolve major issues with financial transactions in peacekeeping operations**. At the time of preparation of the present report, the Administration was unable to complete bank reconciliations, reconcile payroll or clear accounts payable documents. As at the end of April 2014, there were 58,000 open items in the United Nations bank accounts, an imbalance of $66 million in the payroll clearing account and more than 27,000 open accounts payable documents on the enterprise resource planning system.

14. **The high volume of open and unreconciled transactions in respect of bank reconciliations, accounts payable and payroll could affect the integrity of peacekeeping accounting and financial records and may indicate that key internal controls have been inoperable during the financial year**. The Board will assess the impact on its audit opinion as it completes the audit of the financial statements for peacekeeping operations for the year ended 30 June 2014. At the time of preparation of the present report, the task force's work was continuing and its final results were not available for review by the Board. It also was not clear when the system and the new operating model would be stabilized in peacekeeping operations.

15. **Experience to date has underlined that readiness on the ground, rapid adoption of new processes and systems and effective handover from the project team to the business are essential for successful and timely implementation**. The initial implementation of Foundation has taken longer, raised more issues and tied up more resources than expected. Addressing the problems and working to stabilize the implementation in the post-deployment stage has heavily occupied the project team and has affected its preparations for future releases of the system.

Achieving successful project delivery

16. **In the absence of any clear linkage between planned expenditure and planned deliverables, the Board can provide no assurance that expenditure to date is matched by the appropriate level of actual delivery**. As at 31 March 2014, the project had spent $271 million, 78 per cent of the approved budget of $348 million to the end of the biennium 2014-2015. The Administration is forecasting that it will need to spend $372 million to complete the design, build and implementation of Foundation and Extension 1, and the design of Extension 2, leaving a known funding gap of at least $24 million. The anticipated final cost of the project is unknown because the cost of Extension 2 has not been fully defined.

17. **The Board can provide no assurance about the accuracy of the projected cost of Foundation and Extension 1, but considers their delivery within the current budget to be highly unlikely**. On the basis of the current rate of expenditure per month, and the likelihood that more support than expected will be needed for the remaining roll-outs, the project will exceed the approved budget in June 2015 at the latest.

18. **The level of associated costs remains unknown**. A previous Board recommendation notwithstanding, the associated costs incurred, such as data cleansing and training, are not recorded centrally. The full costs of the project, and the extent of extra work and dedicated resources required for implementation, therefore remain unknown. Failing to capture the associated costs of the pilots and early roll-outs has limited the lessons for future deployment in terms of advising business units of the resources that they will need to get ready for and then use the enterprise resource planning system.

19. **In the light of the delays already incurred, and the likelihood of further delays, the Board considers that the revised deployment schedule agreed upon in February 2014 is unlikely to be met**. The need to spend additional time and resources stabilizing the system during the initial roll-out of Foundation is a strong indicator of the post-implementation challenges that the Organization will face when roll-out begins in the wider Secretariat. There has been no independent assurance that this deployment schedule can still be met.

Lessons from Foundation roll-out

20. **The Organization gave insufficient emphasis and resources to high-quality training for staff in the standardized business processes and new ways of working**. The original estimate of training costs in April 2008 was $37 million, but this was reduced in September 2011 to $7.4 million (2 per cent of the overall project budget). The Administration expected further costs to be met by operational budgets in human resources and roll-out sites. There is no evidence that such budgets have been allocated or funds ring-fenced. Following the post-implementation task force, the Administration has increased its training efforts and established an Umoja academy to train a cadre of staff in how to manage the new business processes.

21. **While the criteria used to assess business readiness were in principle sound, in practice the approach did not identify the scale of issues that needed to be addressed before the roll-out began**. The Organization has not yet determined the improvements that are required in its approach to assessing business readiness. Such improvements will be required in order to provide the business readiness assurance and sign-off necessary before future roll-outs.

22. **The deployment of Foundation in peacekeeping operations has proved that a collective effort throughout the Organization is a fundamental requirement for the successful implementation of the enterprise resource planning system**. Process owners, the project team and the heads of business units, in this case the Under-Secretary-General for Field Support, all have important roles and their respective individual accountabilities need to be clear. Although the Organization prepared the peacekeeping missions for the roll-out, it underestimated the degree of business change required. For future roll-outs, senior leaders must be clear on the resources and skills required, drawing on guidance and support from the process owners and the project team. Delivery of those responsibilities is impossible without effective partnership and coordination.

23. **The full achievement of the project's objectives is being hampered by the lack of a clear target operating model for the United Nations**. The senior management has identified the need for such a model and recognizes its importance to the achievement of the project's objectives. The Board continues to highlight, however, that the absence of a model could result in future costs to retrofit the implementation of the system and undermines management accountability for the delivery of the full scope and benefits of the project. Managers need to understand the changes needed and their role in delivery.

Governance and management

24. **Progress is being made to quantify the benefits from more efficient and cost-effective ways of working, but the plans and baselines for realizing and measuring them have not yet been established**. Process owners are not using a consistent approach to benefits quantification. More work is also needed to develop and raise awareness of the benefits that could be gained through the exploitation of new data and information throughout the Organization. Process owners have the opportunity to use learning from the implementation to date to refine any assumptions around potential qualitative and quantitative benefits when developing benefits realization plans for each department or office.

25. **Despite revising its deployment approach in February 2014, the Administration remains confident that the current timeline for realizing benefits will not change**. Without robust plans to audit, the Board cannot reach a conclusion on either the robustness of the benefits projections or the timeline for realizing them. The Administration has advised the Board that the benefits projections and timeline reported in the fifth progress report of the Secretary-General (A/68/375 and Add.1), with benefits beginning to accrue from 2017, starting in peacekeeping operations, remain unchanged. The Board's view is that it will be challenging to achieve the level of benefits expected in the light of where the project is in terms of stabilizing the system in peacekeeping operations.

26. **While the steering committee took prompt and necessary decisions to establish a task force to tackle emerging problems and to reprofile the project deployment schedule, those decisions were taken without good information on the consequences for cost**. The steering committee needs to improve its consideration of risks and issues during its decision-making process by considering quantified impacts, scenario planning and assessments of the levels of uncertainty in forecasts (of cost, time, quality and benefits).

27. **Progress has been made in establishing a project plan that enables better monitoring of overall progress against expenditure and incorporates the activities, milestones and dependencies of each project work stream**. The project team now tracks expenditure against the expected date of completion for major milestones.

28. **The action taken to strengthen project management capability has not matched the increasing complexity and demands of the project**. There is a need to balance the effort put into planning and monitoring versus actual delivery, but without further improvements the Organization cannot with any confidence forecast the costs of full delivery or the resources needed to support the completion of the full scope of the project's build, implementation and deployment phases. The project management office remains small for a project of this scale and complexity.

Recommendations

29. The Board reiterates 16 of its previous recommendations that have been partially implemented or not implemented (see annex). To maximize the chances of successful completion of the project, and the achievement of its aims, the Board makes the following new and additional recommendations to the Administration:

(a) **Reassess the feasibility of the budget and the revised project timetable agreed upon in February 2014, drawing on learning from the roll-out of Foundation and the pilot of Extension 1.** The assessment should take into account the potential impact of identified risks and the level of contingency required. It should also include consideration of improved insight into the disparate business processes throughout the Organization and the current level of business maturity, the level of uncertainty over how long and how much it will cost to stabilize the system during the roll-out and a robust forecast of the cost and time needed to complete the project under the current scope. The new plan should also provide for increased time and funding for business readiness and training activities before the roll-out and for support to embed new ways of working after the system has gone live. The plan should be subject to independent assurance and the findings and proposals reported to the General Assembly at the earliest opportunity;

(b) **Heads of business units, the process owners and the project team should each provide positive confirmation to the management committee that all enablers necessary for a successful roll-out are in place.** The sign-off of business readiness for the beginning of Foundation roll-out indicated that the business was ready, but in practice that was not the case. Achieving business readiness must be a collective responsibility;

(c) **Continue to embed the concept of process ownership by strengthening the partnership with heads of business units.** This needs to be supported by establishing formal mechanisms for agreeing upon benefits realization plans and solving disagreements between process owners and heads of business units;

(d) **Ensure that heads of business units have the resources and skills required to implement the standard business processes and new ways of working successfully.** The implementation of an enterprise resource planning system requires investment in business change, training and data management. For future roll-outs, senior leaders must be clear on the resources and skills required, drawing on guidance and support from the process owners and the project team, to use the resources available to them effectively or highlight any gaps;

(e) **Process owners should use learning from the implementation to date to refine any assumptions around potential qualitative and quantitative benefits when developing benefits realization plans for each department or office.** This will improve the accuracy of benefits projections and support heads of business units to plan future budget proposals.

Follow-up of previous recommendations

30. Of the 13 recommendations made in the Board's previous report, all of which were accepted by the Administration, none have been fully implemented, 6 are under implementation, 4 have not been implemented and 3 have been closed by the Board. In its first progress report, the Board made 13 recommendations, 3 of which were implemented in 2012. Of the 10 outstanding recommendations, a further 2 have been implemented, 5 are under implementation, 1 has not been implemented and 2 have been closed by the Board (see the table below).

Status of implementation of previous recommendations

	Fully implemented	*Under implementation*	*Not implemented*	*Overtaken by events*	*Closed by the Board*
Total (2012)	–	6	4	–	3
Total (2011)	2	5	1	–	2
Total	**2**	**11**	**5**	–	**5**
Percentage	**9**	**48**	**22**	–	**22**

Note: The total for 2011 does not include three recommendations implemented in 2012.

31. The Board recognizes that the Administration's focus from the third quarter of 2013 was increasingly on rolling out the project and not on strengthening aspects of project management, and that in some cases well-intentioned action did not deliver the desired result. As indicated herein, however, the Board is concerned that the continuing weaknesses undermine the Administration's ability to manage the project and make well-informed decisions on its deployment strategy. Further detail is provided in the annex.

I. Background

1. The implementation of the new enterprise resource planning system (Umoja) throughout the United Nations Secretariat is a complex, high-value project to modernize a wide range of business processes and systems that are key to the efficient and effective functioning of the Organization. The new system spans most of the Organization's administrative and support functions, cutting across finance, supply chain and procurement, human resources, central support services and programme and project management. It includes entities within the wider United Nations beyond the core Secretariat, many of which have other governance and accountability structures, funding sources and ways of working.

2. The General Assembly approved the project in 2006 in its resolution 60/283. In the first progress report of the Secretary-General (A/64/380), the Administration specified that the high-level aims in implementing the enterprise resource planning system were to support management reform, through improved information, accountability and the better direction of resources, and achieve more efficient and effective working practices, through improved systems and processes. The Administration has forecast that the project will deliver recurring annual financial benefits of between $140 million and $220 million.

3. In 2009, the United Nations established the enterprise resource planning project team and appointed a project director. The governance structure of the project has been enhanced over time. Currently, the project director reports to the Under-Secretary-General for Management, who is the project owner and chairs the project steering committee. The steering committee also includes the Chef de Cabinet, the Under-Secretary-General for Field Support, the Controller, the Chief Information Technology Officer and five business process owners (see figure I). The Under-Secretaries-General for Internal Oversight Services and Legal Affairs hold observer status.

4. In 2013, the Administration took the positive step of establishing five senior process owners to act as change agents in their respective functions, including responsibility for business readiness, the integration of the processes that they lead with the Organization's future service delivery model and sign-off of business cases showing the expected qualitative and quantitative benefits. The five process owners are the designated Assistant-Secretaries-General or directors responsible for finance, corporate services, logistics, conference management and events management, and human resources management.

Figure I
Key roles in the delivery of the enterprise resource planning project

Chef de Cabinet
Chair of management committee
Under-Secretary-General for Management
Chair of steering committee and project owner
Steering committee
Responsible for governance of the project
Chef de Cabinet, process owners, Chief Information Technology Officer, Under-Secretary-General for Field Support
Project director
Responsible for delivery of the system
Assistant-Secretary-General
Five process owners
Assistant-Secretaries-General or directors for finance, corporate services, logistics, conference management and events management, and human resources management

5. The clients of the project are the heads of business units and the staff who will use it to deliver their mandates more effectively. They are increasingly required to play a fundamental role in successfully implementing the improved ways of working embodied in the new system. The General Assembly also expects significant benefits from the project, in terms of more effective delivery of mandates, the freeing-up of resources from the introduction of more efficient and effective ways of working and improved information and transparency to support decision-making.

A. Implementation strategy

6. The implementation strategy has been subject to revisions over time. Most significantly, it became apparent early in 2011 that the original completion date would not be achieved for reasons set out in the Board's first progress report (A/67/164). Those revisions have led to a change in the forecast completion date from 2013 to 2018 and an increase in the projected cost from $248 million to $348 million.

7. In 2011, the steering committee decided to adopt a phased implementation strategy to put the project on a more realistic footing and support as far as possible the implementation of the International Public Sector Accounting Standards (IPSAS) in peacekeeping operations from July 2013 and in the wider United Nations from January 2014. The enterprise resource planning system will now be deployed

in five clusters, or groups of United Nations departments, offices and entities, in three functional phases:

(a) **Foundation**: finance process (funds management and financial accounting), supply chain, project management and sales and distribution. Umoja Foundation is essential to supporting IPSAS requirements;

(b) **Extension 1**: human resources management processes such as organizational and position management, personnel administration, entitlements, benefits and time management. Payroll, travel initiation, travel expenses and online booking are also included;

(c) **Extension 2**: other important administrative processes such as budget formulation, force planning, programme management, supply chain planning, warehouse management and conference and event management, full grants management and commercial activities.

8. Since the Board's previous report, the project, following an initial pilot, entered a full implementation phase with the full roll-out of Foundation in peacekeeping operations in November 2013 and in 17 of 38 special political missions in March 2014. The roll-out brought a number of significant issues to the fore, resulting in the formation of a cross-functional task force to lead intensive corrective action, and gave rise to a revised deployment plan. The implications of those developments for the budget, completion date and successful delivery of the project and its intended benefits inform the focus of the present report.

B. Scope of the report

9. In its resolution 66/246, the General Assembly requested that the Board should provide annual progress reports on the implementation of the enterprise resource planning project. In its first report (A/67/164), the Board highlighted that the project was in substantial difficulty and that the plans covering the scope, budget and timetable for the project were highly optimistic and lacking in rigour. The Board could provide no assurance that the project would be delivered on time, within cost and to specification. Many of the problems pointed to weak project governance and management, as well as to wider and deeper weaknesses in United Nations governance and management of business transformation.

10. In its second report (A/68/151), the Board acknowledged that the Administration had made progress in addressing some of the weaknesses and had put the project on a sounder footing. It highlighted, however, that the implementation challenges were about to escalate, as the project moved into a phased, multi-site implementation process, using multiple vendors, across both peacekeeping operations and the wider Secretariat, and that significant effort would be required to ensure that the United Nations was ready for deployment. In particular, the Board noted systemic issues that needed to be addressed, including the Organization's ability to manage change and the ambitious planning assumptions for the project.

11. In the present third progress report, the Board focuses on:

(a) **The beginning of the implementation of the project**: the roll-out of Foundation in peacekeeping operations and special political missions, the issues that have arisen and the effectiveness of the Administration's response;

(b) **Managing the project to successful delivery**: the current status of the project and the action required to apply the lessons from Foundation roll-out and realize the opportunity to modernize the business administration of the United Nations;

(c) **Governance and management**: the action taken by the Administration in response to the Board's previous recommendations on benefits realization, project governance and risk management, integrated project planning and its commercial strategy.

12. The Board continues to coordinate closely with the Office of Internal Oversight Services (OIOS) to use the results of its programme of work on the implementation of the enterprise resource planning system, including its audit of the Foundation pilot. The Board notes the consistency in findings, and commonality of perspective, on the issues facing the project.

II. Beginning of implementation

13. In the present section, the Board examines the issues that arose following the initial roll-out of Foundation, as a pilot, in the United Nations Interim Force in Lebanon (UNIFIL) and subsequently in peacekeeping missions and special political missions. The implementation of Foundation involved the roll-out of key finance and other processes (see table 1) in:

(a) The pilot site: 370 staff at UNIFIL and the Office of the United Nations Special Coordinator for Lebanon and their supporting offices in New York in July 2013;

(b) Cluster 1 (peacekeeping missions) in November 2013;

(c) Cluster 2 (17 of 38 special political missions) in March 2014.

Table 1
Business process areas included in Foundation

Central support services	**Services to the public and staff**
	Sales (third-party procurement services and billing customers)
	Facilities management
	Real estate administration
	Real estate planning
Programme and project management	Project initiation
	Project planning
	Project execution
Finance and budget	**Financial management**
	Budget implementation
	Grants management

	Cost and management accounting
	Accounting for specific events and activities: internal orders
	Overhead accounting: cost
	Centre accounting
	Financial accounting
	Asset accounting
	General ledger
	Accounts payable
	Accounts receivable
	Taxes and insurance
	Cash management and treasury
	Bank management
	Cash and liquidity management
	Investment accounting
	Treasury and risk management: investments
Supply chain/procurement/ logistics	**Source to acquire**
	Requisition to purchase order
	Low-value acquisition
	Contract management
	Supplier collaborations
	Receipt and inspection
	Inbound processing
	Outbound processing
	Warehouse and storage
	Equipment maintenance
	Equipment assignment and management
	Equipment maintenance and operations
	Decommission and disposal
Human resources	–

Source: Project website.

A. Foundation pilot

14. The Board previously emphasized that the Foundation pilot was a test of the technical functionality of the system and the roll-out strategy, but not of how to adopt more efficient working practices. The Board also emphasized that the high level of support being provided to the pilot would be unsustainable during wider roll-out and that, with only three months between the pilot and the wider deployment in peacekeeping missions, the time to resolve any issues that surfaced would be limited.

15. In the lead-up to Foundation going live on 1 July, and immediately thereafter, status reports submitted to the steering committee showed no significant issues in terms of business readiness, the technical solution and the ability of staff to use the new system. For example, in May and July 2013 the Controller, as process owner for finance, reported that 10 of 11 categories were on track (green),[1] but in June 2013 highlighted possible delays owing to issues preparing master data relating to business partners[2] and the cutover between the existing and new systems for accounts receivable, accounts payable and general ledger balances. Those issues were rated as being on track a month later. Similarly, three other process owners (corporate services, human resources management and logistics) flagged concerns about data readiness.

16. In August 2013, the project team reported that a number of critical issues had emerged, including questions on how to use the system, items "stuck" in the business process, issues with incomplete vendor data and missing bank information. The fundamental nature of those issues, and the 512 reported incidents that resulted, indicated the scale of the challenge facing those implementing the system.

17. All implementation processes for enterprise resource planning systems have problems, in particular at the pilot stage. The Organization used the pilot and the activities preparing all other peacekeeping missions as an opportunity to compare its assumptions with the reality of the system in operation. In August 2013, the Administration identified the following lessons:

(a) The early involvement of the management and the staff and continual assessment of activities on site is essential to providing the necessary focus on critical activities such as data collection and conversion;

(b) Thorough preparation of master data and access controls is essential;

(c) Business process re-engineering is a necessary part of the design and execution of the programme;

(d) An individual migration path should be designed for each entity to support implementation, because each entity has a different starting point in terms of existing process flows, legacy systems and governance structures.

18. The lessons, while valid, are common to many implementation processes for enterprise resource planning systems. The Board is concerned that the Organization, while being aware of what it needed to do, was unable, in the time available, to translate this into improvements in the implementation approach. In addition, while

[1] Communications and engagement, training, change to process, policy, role management, organizational alignment, data management, testing, benefits case, business intelligence and service delivery model.

[2] The term "business partner" refers to any internal or external entity or individual in a commercial relationship with the Organization.

the Foundation pilot identified issues and indicators of likely problems, it was limited in scope and not sufficiently representative of the environment in which full roll-out would occur to give an adequate picture of the potential issues. The Organization therefore lacked a full understanding of the extent of differences in working practices in multiple locations and the scale of the problems that would later emerge.

19. OIOS audited the pilot implementation in UNIFIL, focusing on system and data issues and compliance. It concluded that the "governance, risk management and control processes examined were partially satisfactory in providing reasonable assurance regarding the effective configuration and implementation of the Umoja system in UNIFIL". The audit identified serious concerns, including the fact that the month-end bank reconciliation functionality was not operating; a high number of unprocessed, "parked" documents; a mismatch between roles and authorizations; and problems with the interfaces between the new and legacy systems. OIOS also highlighted that the Administration could have reported progress on business readiness more effectively. The OIOS conclusions confirmed the emerging concerns of the management about the issues.

20. In August 2013, the steering committee decided to delay the further roll-out to peacekeeping missions and special political missions by a month (to November 2013 and February 2014, respectively) because two critical milestones had not been met: the month-end simulation with complete data had not been performed and the master data were not ready. The delay provided more time to address mission readiness, in particular readying the data for migration to the enterprise resource planning system. The intense effort required on the part of staff in peacekeeping missions, the Department for Field Support, the Office of the Controller and the project team to get the missions ready indicate the scale of the issues facing the Administration. In November 2013, the steering committee decided to delay the roll-out to special political missions by a further month (to March 2014).

21. The Administration was conscious that any further delay beyond November 2013 would in effect delay the roll-out in peacekeeping operations by a year, given that the opportunity to support the implementation of IPSAS would have been missed. There was therefore a strengthening of project management disciplines, including weekly meetings between the business areas, the project team and the process owners, and increased monitoring arrangements to enable a swift reaction to any deviation from the revised timeline that exceeded 48 hours.

B. Roll-out of Foundation

22. At the end of October 2013, the Administration rated all nine readiness areas[3] as green, with all 76 criteria passed. On that basis, the process owners and the project director signed off for the project to go live as planned and Foundation was deployed in peacekeeping operations on 1 November 2013. The system went live in four continents, providing services to 4,000 staff in 300 locations supported by a tiered help desk arrangement providing local, regional and central support. The deployment of a viable technical solution in a large and complex part of the United Nations was a significant milestone.

[3] The operational readiness report assesses readiness in the following nine areas: management, business, organization, external business partners, user, application, infrastructure, support and data.

Issues experienced following roll-out and the Administration's response

23. The Organization considered that the roll-out in peacekeeping missions would be less complex than in the wider Secretariat on the basis of its view that the missions were relatively homogenous and amenable to a command-and-control approach. During the pilot and preparations for the go-live stage in the peacekeeping missions, however, that assumption was found to be incorrect. As early as August 2013, the project team was reporting significant issues to the steering committee caused by inconsistent working practices in peacekeeping missions. Those inconsistencies underline the importance of embedding the standardized business processes and new ways of working that the enterprise resource planning system will enable.

24. In February 2014, the project team reported to the steering committee "multiple examples where the operation has circumvented the Umoja solution", noting that "the integrity of the financial statements may be compromised". The scale, range and complexity of the problems were far greater than anticipated. The project team's assessment identified the main causes of the problems as failures to fully train staff to a level where they could perform the tasks required and to ensure that processes in all locations were consistent with the system design.

25. In February 2014, the Administration formed a post-implementation review task force, chaired by the Controller as process owner, to understand and solve the root cause of the problems. The steering committee approved the task force's high-level assessment of 24 critical issues (see table 2) and rectification plans.

Table 2
High-level issues by category, with examples and potential implications

Number of critical issues	*Category*	*Example*	*Potential implications as identified by the Board*
6	Accountability and ownership	Roles, responsibilities and process regarding month-end closure not defined	End-of-month procedures such as bank reconciliations will not be performed or will be performed inconsistently
5	Policy	Policies and standard operating procedures misaligned with the Umoja solution	New process not checked for compliance/existing policies require unnecessary work
4	Training and knowledge-sharing	End users not fully conversant with the functionality of Umoja	Staff will make mistakes/raise queries/ create workarounds
4	Technical	Bank statement upload and bank reconciliation not functioning	End-of-month procedures such as bank reconciliations will not be performed; staff will create workarounds outside of the system to carry on delivering day-to-day operations
2	Change management and communications	Business processes and governance not aligned with the new solution	No alignment between the new processes and business needs — requires process improvement work in each mission
1	Process	End-to-end process designed for consultants and individual contractors not supporting operational requirements	Staff will create workarounds outside of the system to carry on delivering day-to-day operations

Number of critical issues	*Category*	*Example*	*Potential implications as identified by the Board*
1	Business intelligence and reporting	Business intelligence and reporting capabilities not meeting business requirements	Functionality not in place
1	Support	Current support arrangements not working	Functionality not in place

Source: Board analysis of information provided to the steering committee.

26. The issues identified and the implications were serious. The solutions were therefore wide ranging and required a high level of effort in a short space of time, including clarifying policies, roles, operating procedures and reporting responsibilities; taking action to correct open support items, notably bank reconciliation, accounts payable and payroll clearing; resolving interfaces with locally developed critical applications; and increasing the understanding of the staff and the management of the new operating model and business processes. Nevertheless, the task force, while a pragmatic response, is not a scalable or sustainable response for issues associated with future roll-outs, given that it has required significant expert resources. For example, 20 experts are involved in resolving the bank reconciliation issues, when they should be preparing for future roll-outs of the system.

27. Progress in resolving the issues noted by the task force has been slower than planned. Major financial issues remain unresolved several months after they were identified, an initial timeline of the end of March 2014 notwithstanding. At the time of preparation of the present report, it appeared unlikely that they would be resolved before the end of the peacekeeping financial year, raising the prospect that the closure of the accounting ledgers could be delayed. As at April 2014, major problems included:

(a) The backlog of open documents relating to bank reconciliation had risen to 58,000, from a base of some 30,000 when the issue was first highlighted in January 2014;

(b) More than 27,000 accounts payable documents remained open;

(c) There were some 359,000 uncleared payroll documents and an imbalance of $66 million in the payroll clearing account. This was reduced to $42 million once the payroll had been run in May and remedial action implemented.

28. The Administration informed the Board that, as at 11 July 2014, the position had improved. Its figures have not been subject to audit, but the Board will revisit the matter during its audit of peacekeeping operations. According to the Administration, there were:

(a) A total of 8,579 open items in United Nations bank accounts;

(b) A total of 17,322 accounts payable documents still open;

(c) A total of 49,662 uncleared payroll documents and an imbalance of $21 million in the payroll clearing account.

29. The issues arising demonstrate poor compliance, a lack of internal controls and weak management of financial processes. They also suggest that some of the potential implications noted by the Board in table 2 occurred, especially staff working outside of the system to carry on delivering day-to-day operations. The solutions described by the task force appear, in the Board's view, unlikely to deliver the strong financial control required and that an integrated enterprise resource planning system should routinely provide. The Board would expect to see stronger action involving changes to the business processes, the system or the authorities attached to roles.

Implications for the Board's audit of peacekeeping financial statements

30. The problems identified, if left unresolved, have implications for the Board's audit and opinion on the first set of IPSAS-based financial statements for the peacekeeping operations for the period ended 30 June 2014. The high volumes of open and unreconciled transactions in respect of bank reconciliations, accounts payable and payroll affect the integrity of peacekeeping accounting and financial records. It is also clear that key internal controls, primarily bank reconciliations, may have been inoperable throughout, or for part of, the financial year. As noted above, the time that it is taking to resolve the problems also raises the prospect of delays in closing the general ledger and consequent delays to the preparation of financial statements for the peacekeeping operations.

31. Any delay in cleansing the accounting records and producing draft financial statements will have an adverse impact on the tight audit and reporting timetable for peacekeeping operations. The Board will continue to work closely with the Administration to monitor progress resolving the large-scale accounting problems arising from the implementation of the enterprise resource planning project and will assess the impact on its audit opinion as it completes the audit of the financial statements for peacekeeping operations for the period ended 30 June 2014.

Backlog of unresolved incidents

32. During the implementation of any enterprise resource planning system, it is essential that staff can continue to perform their day-to-day duties. Queries are inevitable, which is why a key form of support in any system roll-out is a well-established process for raising, escalating and addressing issues ("incidents") from the local level to the regional and global levels. Following the roll-out of Foundation, there is a growing backlog of unresolved incident reports and the time being taken to fix them is increasing. As at 31 March 2014, 1,300 incidents remained unresolved by local or regional staff. Consequently, the project team was fixing issues (such as customer assistance matters) that should have been dealt with either locally or at the regional service desk in Brindisi, Italy.

33. In addition to affecting business delivery, not resolving even low-priority issues can lead to local user frustration, resulting in users raising all issues as critical or avoiding the help desk altogether and developing local workarounds. The issue of local staff escalating problems to the project team is affecting the time available to its members to undertake work in preparation for future roll-outs. As at 30 June 2014, the Administration reports that 933 incidents remain unresolved and the rate of resolution is improving.

III. Managing the project to successful delivery

34. In the present section, the Board summarizes the current status of the project and, drawing on the Administration's experience of the Foundation pilot and roll-out, the implications for the management of the project. It draws on steering committee minutes and papers, the project risk register and interviews with key stakeholders.

A. Current status

Project expenditure

35. As at 31 March 2014, the Administration had spent $271 million on the project (see table 3), some 78 per cent of the approved budget available until December 2015. In the continued absence of a robust method for linking budgets and expenditure to deliverables (on which the Board comments in section IV), the Board can provide no assurance that the project is on track in terms of what has been delivered compared with the level of resources consumed. It is likely, however, that the state of project progress and readiness is less than it should be for the level of expenditure to date (see table 4).

36. The breakdown of costs by category (see table 3) indicates an average monthly expenditure ("burn rate") of $4.2 million in 2015 (forecast expenditure in 2015 divided by 12 months). On that basis, and assuming a steady burn rate, the project will have used the approved budget by mid-June 2015, some six months before the end of the biennium. The project could run out of budget sooner if more money is required because of any further revisions to the timeline or because more resources are required to perform rectification work.

Table 3
Breakdown of expenditure and anticipated costs until December 2015, by category

Object of expenditure	*Actual expenditure 30 April 2012*	*Actual expenditure 31 March 2013*	*Actual expenditure 31 March 2014*	*Forecast December 2014*	*Forecast December 2015*	*Description*
Staff costs	20.5	33.3	49.2	61.9	76.8	Cost of the project team
Other staff costs	10.9	15.5	24.1	31.7	38.9	Temporary staff costs, such as general temporary assistance and subject-matter experts
Consultants and experts	0.9	1.6	1.9	2.4	2.9	Consulting services covering advice on project management, procurement matters and legal matters
Travel	2.0	2.7	3.3	4.6	5.9	Site visits relating to change management and site readiness
Contractual services	54.5	101.8	132.1	154.9	170.6	Includes payments to the design and build vendors for Foundation and Extension 1
General operating expenses	9.0	13.2	15.6	16.5	19.4	Includes expenditure on office premises and communication
Office supplies and materials	0.8	0.8	0.9	0.9	1.0	Office supplies and equipment
Furniture and equipment	24.6	39.9	44.0	49.0	56.3	Includes expenditure on software licences and maintenance fees
Total	**123.2**	**208.8**	**271.1**	**321.9**	**371.8**	

Source: Board analysis of project data.

Table 4
Completion of the design, build and roll-out of the project as at May 2014
(Percentage)

Phase	*Foundation*	*Extension 1*	*Extension 2*
Design	91	84	40
Build	86	74	–
Roll-out	50	–	–

Source: Project team estimates.

Anticipated final cost and project budget

37. The Board has previously reported on problems and delays at the beginning of the project that over time led to a significant increase in the estimated final cost. The Administration forecasts that it will spend $371.8 million by the end of the biennium 2014-2015 to complete the design, build and implementation of Foundation and Extension 1 and the design of Extension 2. That will result in a funding gap of $23.8 million against the current approved budget of $348 million (see table 5).

38. The Administration previously reported to the General Assembly that at least an additional $30 million would be required for contractual services to build, test and deploy Extension 2 between 2016 and 2018. While that amount has not yet been approved by the Assembly, it would, if included, result in a current anticipated final cost of $401.8 million. The Administration has not yet provided an estimate for any other costs of deploying Extension 2, meaning that the figure is likely to be higher.

Table 5
Project budget and estimated final cost
(Millions of United States dollars)

Estimated cost for the biennium 2014-2015 (Foundation and Extension 1)	371.8
Estimated cost required for the biennium 2016-2017 (Extension 2)	30
Total estimated cost	**401.8**
Approved budget for the biennium 2014-2015 (Foundation and Extension 1)	348
Budget required for Extension 2 (contractual services only)	30
Total required budget	**378**
Variance between the total estimated costs and the approved budget (2014-2015)	**(23.8)**

Source: Board analysis of project data.

Notes: The Administration originally estimated a budget of $248.3 million to the end of the biennium 2014-2015. The approved budget has increased over time to $348 million, an increase of 29 per cent.

Work on Extension 2 has been deferred to 2016-2017 onwards. The Administration has reported an estimated cost of $30 million for contracted services required to build, test and deploy Extension 2, but a budget has not yet been approved. The figure covers only contractual services, meaning that the full cost of Extension 2 is likely to be higher.

39. Considering the project's history of escalating costs, the current burn rate and the significant challenges that remain, it is unlikely that the full scope of the project will be delivered within the current cost forecast. The Administration may need to request an increase in the project budget or place increased demands on departmental budgets to support implementation.

Associated costs

40. As previously reported, neither the project nor relevant departmental budgets included the associated costs of implementing the enterprise resource planning system, such as data cleansing, training, user testing and process change. While noting the previous work to define the principles of how to identify associated costs, the Board recommended that the Administration should develop a robust estimate of the costs and clarify how they would be met and establish guidelines for how the associated costs should be managed and tracked by business areas. That recommendation has not been implemented, limiting the Administration's ability to forecast the resources likely to be needed to achieve business readiness and fund post-implementation activity in future deployments.

41. Early in 2013, the Controller issued instructions to offices and departments clarifying that, for the biennium 2014-2015, the associated costs would be borne by departmental budgets. While those costs are likely to be extensive, because they are absorbed by existing departmental budgets, the effect is one of displacing other expenditure rather than a budgetary increase in real terms. In addition, there is no budget allocation for staff time used to undertake business change activities. While effort expended may not result in a financial cost, the time spent is either placing a burden on staff or displacing other work.

42. Owing to current limitations in management information, overall United Nations expenditure on information and communications technology is difficult to track (see A/67/651), but the Administration estimates that it was in excess of $250 million for the biennium 2012-2013 (see A/68/6 (Introduction)). The Administration has also estimated the level of associated spending on the information and communications technology needed to support the project in peacekeeping missions to be $38.2 million in 2014-2015. That amount comprises budgets of more than $20 million for the acquisition of equipment, services and licences in the 15 peacekeeping missions to support the roll-out of the system. A further $17.1 million relating to implementation is budgeted for travel ($1.2 million) and communications equipment ($15.9 million). There are currently no estimates for other United Nations locations.

43. The cost of training is to be borne by existing departmental training budgets as an associated cost. There is, however, still no evidence that a training needs analysis has been performed, that budgets have been allocated or funds ring-fenced or that there has been any assessment of whether current training budgets will be adequate. The Board recommended that the Office of Human Resources Management should confirm that the current training budget will fund the appropriate level of training for the required number of staff, but there is no evidence that such analysis has been performed.

Project schedule

44. The project is currently forecast to be completed in 2018, some five years later than expected. The project schedule has been subject to substantial revisions since the project began. This trend has continued over the past year (see table 6).

Table 6
Changes to Umoja deployment schedule from July 2013 to February 2014

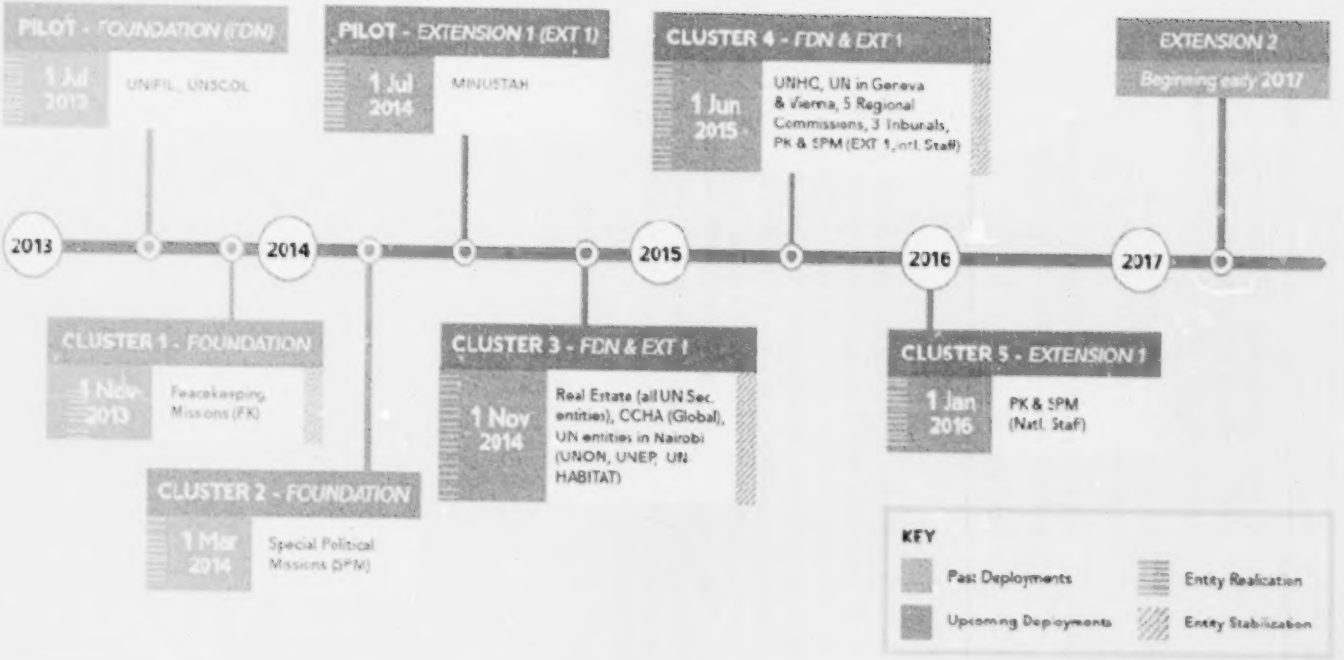
Target date	*Actual date*	*Phase*
July 2013	July 2013	Pilot implementation of Foundation in UNIFIL and the Office of the United Nations Special Coordinator for Lebanon completed
October 2013	November 2013	Implementation of Foundation in peacekeeping missions (cluster 1) complete
January 2014	March 2014	Implementation of Foundation in special political missions (cluster 2) complete
February 2014	July 2014	Pilot Extension 1

Source: Board analysis of project data.

45. In March 2014, the steering committee reprofiled the deployment schedule on the basis of the scale of the problems that emerged following the roll-out in peacekeeping operations and the level of effort required to resolve them, technical fixes required in the system and concerns regarding the readiness of the wider Secretariat, especially business units based in New York. Preparations in the wider Secretariat were already behind schedule, but were affected further because resources that should have been supporting business units were diverted to the problems in peacekeeping operations. Figure II shows the Administration's revised deployment schedule. It does not show the delay in roll-out to each business unit, which the Board considers important to report.

Figure II

Revised deployment approach for the enterprise resource planning project



UMOJA FOUNDATION (FDN)

Finance (funds management and financial accounting), supply chain (real estate, plant maintenance, logistics execution, and procurement), project management, and sales & distribution (third-party procurement services and billing)

UMOJA EXTENSION 1 (EXT 1)

Organizational and position management, personnel administration, entitlements, benefits, time management, payroll, travel initiation, travel expenses, and online booking

UMOJA EXTENSION 2

Budget formulation, force planning, programme management, supply chain planning, warehouse management, conference and event management, full grants management and commercial activities

ENTITY REALIZATION

A 6-month phase preceding Go-Live that includes configuration, testing, quality assurance and training

ENTITY STABILIZATION

A 12-month period following cluster 1, 3 & 4 Go-Live, during which the entity measures the change between as-is and to-be

46. The revised deployment approach involves a change in the timing and sequencing of the roll-out and a move to an integrated deployment of Foundation and Extension 1 from July 2014. It includes earlier deployment of the system to the Office for the Coordination of Humanitarian Affairs than previously planned, in addition to an earlier roll-out of the real estate management module throughout the Secretariat by the end of 2014. The roll-out of Extension 1 to other entities is deferred from July 2014 to June 2015 (see table 7).

Table 7
Key elements of the revised deployment approach

Pilot Extension 1 (July 2014)	Pilot deployment of Extension 1 (integrating human resources, travel and entitlements), which will take place at the United Nations Stabilization Mission in Haiti. This will allow testing of the integration of the system with Inspira and the new human resources portal, in addition to an initial deployment of employee and manager self-service portals in the system for staff.
Cluster 3 (November 2014)	Integrated deployment of Foundation (for procurement, finance, supply chain and logistics) and Extension 1 (for human resources, travel and entitlements) in United Nations offices in Nairobi (United Nations Office at Nairobi, United Nations Environment Programme and United Nations Human Settlements Programme) and operations of the Office for the Coordination of Humanitarian Affairs in New York and Geneva.
Cluster 4 (June 2015)	Integrated deployment of Foundation and Extension 1 to all United Nations offices in New York and Addis Ababa (previously part of cluster 3), all offices away from Headquarters and remaining entities of the Secretariat, in addition to expansion of Extension 1 to cover international staff at peacekeeping operations and special political missions already using Foundation.

Source: Board analysis of project data.

47. In the light of the delays incurred, and the likelihood of further delays, the Board considers that the revised deployment schedule approved in February 2014 is unlikely to be met. Experience from the initial roll-out of Foundation in peacekeeping operations, which was expected to be less complex than the wider Secretariat, and the additional time and resources since required to stabilize the system, are strong indicators of the post-implementation challenges that the Administration will face, in particular during the roll-out of Foundation and Extension 1 in New York and the wider Secretariat.

48. **The Board makes a recommendation on the project timetable and budget in paragraph 29 (a) of the summary.**

49. The Administration remains confident that the current timeline to realize benefits will remain the same. Without robust benefits plans to audit (as commented on in section IV), the Board cannot reach a conclusion on either the robustness of benefits projections or the timeline for realizing them. While the high level of resources used in operating the current inefficient business processes offers the potential for significant savings, the position reported in the fifth progress report of the Secretary-General, with significant benefits beginning to accrue from 2017, starting in peacekeeping operations, appears challenging.

50. The Board remains concerned that the project is not subject to systematic independent assurance, its previous recommendations notwithstanding.[4] The Board previously emphasized that it was imperative for the Administration to design and implement suitable arrangements to ensure that the steering committee and the General Assembly were fully informed and able to challenge the project on scenarios that might have an impact on current performance and future delivery (e.g. reviews by other United Nations entities of the project's status, or cost and timeline assumptions, at key points in the project). This remains the case, in particular in the light of the need for a realistic assessment of the impact on and lessons of the Foundation roll-out for the project costs and timelines.

B. Applying the lessons from Foundation roll-out

51. It is important that the lessons from the Foundation pilot and initial roll-out be translated into an improved approach for future roll-outs. The Board sets out below what it considers to be the key areas of action required.

Training

52. The Board has previously highlighted concerns about reductions in training budgets, undertaken at a time when the project was under financial pressure, and the potential implications for successful future roll-outs. In the event, a key lesson from the initial roll-out is that the Organization dedicated insufficient resources and emphasis to high-quality training for staff involved in the implementation and adoption of new ways of working. In response, the Administration has increased its training effort and established a training academy to train 50 experts to help to embed the new ways of working and equip staff with the capability to manage the new business processes.

53 The establishment of the training academy is a positive move, but the training of experts through it is now on the critical path for future releases and depends on the right level and capability of resources being made available. The postings and overall retention of Umoja experts should be actively managed, given that any shortage or delay will affect stabilization efforts in future implementations.

54. The cost of training is borne by departmental training budgets. The United Nations has a per capita training budget of $1,778 per year (not including language and security training), meaning that any investment in training relating to the enterprise resource planning system must be carefully prioritized. Regardless of the budget from which it comes, given the scale of skills-related issues and the high level of resources required to fix them, the Board considers training to be a key spend-to-save investment in relation to the roll-out of the system and the needs to be prioritized.

[4] Independent project assurance is a well-established component of effective project delivery. It provides an independent assessment by experts who are not involved in delivering the project of whether the elements fundamental to successful project delivery are in place and operating effectively to those that govern and fund a project.

Readiness assessments

55. The criteria used to assess business readiness are comprehensive and in principle sound, but in practice the approach failed to reveal the scale of the issues that needed to be addressed before the roll-out. The assessments should be reviewed to establish whether improvements can be made, such as towards confirming that staff are ready to adopt new ways of working rather than whether activity such as training has occurred. Immediately before Foundation roll-out, user readiness, defined by the Administration as "all key users and users are appropriately trained and certified for go-live", was rated as a pass. The resulting problems identified by the task force prove that this cannot have been the case. Shifting the focus to whether training provides staff with the skills that they need to do their jobs, taking into account existing skills and experience, may avoid problems in the future.

56. **The Board makes a recommendation on readiness assessments in paragraph 29 (b) of the summary.**

Collective responsibility for change management

57. The deployment of Foundation in peacekeeping operations has proved that a collective effort throughout the Organization is a fundamental requirement for the successful implementation of the enterprise resource planning system. The Board previously emphasized the challenges involved in embedding a process-owner approach, in particular the need for an effective partnership between process owners and the heads of each business unit. It encouraged the Administration to establish an agreed process for resolving disagreements before and during roll-out. No such formal process was established, however, although the Board notes an improvement in collective decision-making by the project owner, process owners, heads of business units and the project team through the steering committee.

58. The role of process owner includes ensuring that transformation activities are undertaken in a timely and effective manner and that business readiness can be achieved in the areas affected by changes to the processes for which he or she is responsible. The delivery of those responsibilities is impossible without effective partnership and coordination with the heads of business units, who themselves must also be accountable for, and have the means to deliver, new ways of working in their parts of the Organization. Although the Organization prepared peacekeeping missions for the roll-out, it underestimated the degree of business change required in activities such as training, data cleansing, data management and change management and communications. For future roll-outs, senior leaders must be clear on the resources and skills required, drawing on guidance and support from the process owners and the project team.

59. **The Board makes a recommendation on process owners in paragraph 29 (c) of the summary.**

60. The Board previously reported the lack of a standard approach to, and the relevant skills and expertise in, managing and improving business processes in the United Nations. The project is by definition a step-change initiative with a finite life cycle, meaning that heads of business units need to develop capacity and capability in terms of how to implement and continuously improve working practices. The Board notes the current response to the post-implementation problems in peacekeeping missions and considers its previous recommendation that the

Administration establish a formal approach to managing and continuously improving business processes to be of even more relevance in the short term.

61. **The Board makes a recommendation on change management in paragraph 29 (d) of the summary.**

Change fatigue

62. There is a risk that the Organization lacks the capacity to undertake the multiple roll-outs that the current phased approach to delivery requires and that the demands on an already hard-pressed project team are unsustainable. The diversion of project staff to help to stabilize the roll-out in peacekeeping missions has only increased the level of pressure. Project team fatigue had been consistently one of the highest-rated risks reported to the steering committee in the preceding six months.

63. The roll-out of Foundation in peacekeeping missions also illustrates the challenge to business areas endeavouring to manage the impact of concurrent transformation projects. For example, finance staff in peacekeeping operations are concurrently dealing with the implementation of IPSAS, the global field support strategy and the enterprise resource planning system, all alongside the delivery of business as usual.

Target operating model

64. A target operating model is an articulation of how an organization will organize its resources to achieve its strategic objectives, detailing what work will be performed by which staff in what locations. There is not yet a clear and agreed target operating model for the United Nations. The need for one is now classified by the management committee as a key risk mitigation element in relation to business transformation. There is a risk that individual transformation initiatives such as the enterprise resource planning project will not be delivered in a manner that supports any future organizational design of the United Nations. At a more practical level, the project team is addressing issues such as defining what work individuals at different locations should undertake. Addressing those wider strategic change issues at the same time as delivering the working technical solution is a significant increase in scope that will inevitably cause risks and issues for the project team.

Managing organizational change

65. The Board has previously emphasized that the implementation of the enterprise resource planning system needs to be managed as part of a wider business transformation, the objective being, following successful delivery of the technical solution, to modernize the administration of the United Nations. The Administration expects the implementation of the system to be accompanied by changes to its management framework, including reform of the Organization's target operating model and adjustments to the accountability and responsibility framework (see A/67/651, paras. 57-59 and figure III). The project has reached a critical juncture. The effective delivery of the objectives of implementing the system will require the senior management to increase efforts in three main ways: articulate the relationship of the project to wider administrative reform of the United Nations, including a defined target operating model; manage all improvement projects as a portfolio, including clear sequencing; and work collectively to deliver future roll-outs by

ensuring that the required resources and activities are in place, reinforcing this with clear and consistent messages and supporting action.

IV. Governance and management

66. The Board previously acknowledged that the Administration had made progress in strengthening the management of benefits and project governance and management. It highlighted, however, that more work was needed, in particular given the increasing level of challenge. In the present section, the Board provides an update on the further progress made in the past year.

A. Managing benefits

67. The Board previously commented on the progress towards the realization of benefits. Those benefits include the exploitation of improved and timely consolidated financial and performance information and the introduction of more efficient and cost-effective working practices through improved speed of processing and streamlined processes.

Exploitation of improved information

68. The management acknowledges that more work is needed to raise awareness of the qualitative benefits to be gained, in particular through the exploitation of data and information. This depends on understanding data opportunities, having the capability to use data and organizational buy-in for acting on data insights. The Board notes that the Administration's plans for 60 super users to lead this work and develop improved business intelligence for the management have not yet been delivered owing to a lack of available resources. The Administration has more recently revised the number of super users needed to 50. Training for the role began in May 2014.

Quantifying the benefits from more efficient and cost-effective ways of working

69. The Board previously recommended that the Administration should adopt a consistent approach to benefits realization and design a robust methodology that clearly defined the current status of operational performance in each business unit regarding time, cost and quality; the level of future performance to be achieved after implementation; the approach and investment involved to achieve the future performance target; and how the benefit achieved would be measured and reported. A more consistent approach to estimating benefits has been adopted by the Administration, for example by setting out how categories of benefit are to be calculated. As at the time of preparation of the present report, however, the Administration had not completed its statements of benefits and benefits realization plans, nor established baselines against which to measure improvements.

70. The Office of Human Resources Management has progressed furthest in developing a practical methodology to estimate the impact of the enterprise resource planning system on an individual entity. The methodology, which has been tested in four locations, provides a model to calculate the benefits realization plans using the number and levels of staff members and the volume of transactions to be processed

at any location or entity. The model will be used to calculate the benefits at all entities based in New York in preparation for deployment in the middle of 2015 and should have wider applicability.

71. The Administration is yet to produce a revised quantification of the expected annual benefits that the project might realistically deliver. Process owners have an opportunity to use learning from the implementation to date to refine any assumptions around potential qualitative and quantitative benefits when developing benefits realization plans for each department or office. The onus remains on the Administration to establish clear baselines and appropriate measurement methodologies to objectively demonstrate how the benefits, set against the costs of implementation, can be translated into budget reductions (cash available to Member States or resources transferred into other value-adding activities). This is an integral part of the implementation of an enterprise resource planning system. In the meantime, the Administration remains committed to realizing annual recurring quantitative benefits from the project of between $140 million and $223 million by 2019, from refined business processes, automation, reduced duplication and streamlined administrative processes.

72. **The Board makes a recommendation on benefits realization plans in paragraph 29 (e) of the summary.**

B. Project governance

Steering committee

73. The Board has seen a steady improvement in the quality of the information being presented to the steering committee, but has previously highlighted a number of areas to enhance the committee's oversight role and considers that more still needs to be done, for example through integrated plans, better tracking of expenditure against project deliverables and improved cost and scenario analysis in relation to risks.

74. The Board acknowledges that the steering committee responded promptly to the emerging issues and problems shortly after the Foundation roll-out went live, for example by making important and pragmatic decisions to reprofile the project deployment schedule and establish the post-implementation review task force. As financial pressures build on the project, greater attention will need to be given to the financial impact of decisions, however. For example, the committee agreed upon a series of actions presented by the task force in March 2014, but they were not costed. In addition, decisions to reprofile the implementation phases were initially taken without consideration of the cost increases and impact on benefits realization. Furthermore, the Board has seen no evidence that the committee has examined longer-term issues such as the planning and testing of assumptions about future roll-outs and release of functionality after 2015 and horizon and risk scanning to address and resolve medium-term impediments to success.

Risk management

75. There have been improvements to the oversight and management of the risk management process. The risk register is regularly reviewed and updated by the project management office. The duplication of entries has been removed, and there

is evidence of an increased pace of response in tackling the escalated risks and issues, resulting in a significant reduction in the number of open entries on the risk register (see table 8). The Administration also now tracks the average age of unresolved project risks not yet mitigated and unresolved project risks actively in mitigation, which are better measures of progress than how long a risk remains unresolved, because inevitably some risks will never be resolved.

Table 8
Reduction in the number of open risks and issues

Type of entry	*Number as at April 2013*	*Number as at March 2014*
Risk	199	38
Issues	491	41
Total	**690**	**79**

Source: Project risk register.

76. The steering committee is presented with monthly heat maps and information about the most pressing risks, but receives no information regarding the potential cost impacts of the risk. Such information would support more effective decision-making on prioritization and mitigation. With the project in deployment, more risks are emerging that relate to business area readiness, which can be mitigated only by sharing responsibility and accountability for risk management with the business areas.

C. Project management

Integrated project planning

77. The Board has emphasized the need for a clear project timetable and implementation plan linked to the budgets allocated to funding various project tasks, including an allowance for any risks likely to arise, as well as for clearly identified critical paths and review points to help to manage the inevitable cost escalations and delays common in major projects. The Board was particularly concerned that the increasing complexity of the project in the second half of 2013 would require an integrated plan, capturing all the activities to be undertaken by the project team, contractors and the wider Administration.

78. The project team has begun to use a more detailed and integrated master project plan that brings together the plans for the Extension pilot in the United Nations Stabilization Mission in Haiti (due in July 2014), real estate (due in July 2014) and cluster 3 (due in November 2014), disaggregated into work tasks, showing the percentage of work completed and the target date. It is not, however, linked with the level of resources required, nor does it show overall project workplans, meaning that it is not integrated in the way that the Board had recommended. For example, it does not show other work that is under way, such as post-implementation support, training for mainstreaming and support work for the next phases of deployment.

Monitoring expenditure against progress and deliverables

79. The project remains unable to determine exactly what should have been achieved in return for spending a given percentage of the budget. The project team did not finalize its work, as previously recommended, to establish a link between budgets, milestones and deliverables. The project team informed the Board that it remained unable to accurately assign costs and budgets to deliverables and milestones because it was unable to determine accurately the amount of staff time spent on specific deliverables, and therefore it considered it impossible to establish links between efforts, value and delivery. There is also no evidence of any dedicated business analysis to show how the remaining resources will be used to complete the technical aspects of the project, or of the wider United Nations resources required to achieve business readiness. Budget forecasts for the project are based on staff numbers, but other forecasts are not based on any specific criteria because there are no historical data on which to build estimates, nor any bottom-up or work breakdown structure to provide an indication of the resources likely to be required.

Commercial strategy

80. The Board previously recommended that the Administration should prepare an overarching commercial strategy for the project to optimize the value from major suppliers, balancing costs and risks to delivery. The Administration has yet to develop an overall commercial strategy, but has demonstrated evidence of a considered commercial approach to the remaining procurement required. On 10 February 2014, the Organization decided to consolidate the long-term requirements for maintenance and integration/implementation services in support of the project under a single contract, which is anticipated to be executed within the third quarter of 2014. In the interim, existing contracts with the current system integrators continue to provide the core services. The Administration's plan is that all future requirements for Extension 2 and any other requirements and enhancements resulting from the current deployments will be designed, built, tested and supported by the new vendor.

V. Acknowledgements

81. The Board wishes to express its appreciation for the cooperation and assistance extended to its staff by the Under-Secretary-General for Management and the project director, together with the members of their staff.

(*Signed*) Sir Amyas C. E. **Morse**
Comptroller and Auditor General of the
United Kingdom of Great Britain and Northern Ireland
Chair of the Board of Auditors
(Lead Auditor)

(*Signed*) **Liu** Jiayi
Auditor General of China

(*Signed*) Ludovick S. L. **Utouh**
Controller and Auditor General of the
United Republic of Tanzania

30 June 2014

Annex

Status of implementation of recommendations

	Summary of recommendation (A/68/151)	*Paragraph*	*Financial period first made*	*Fully implemented*	*Under implementation*	*Not implemented*	*Overtaken by events*	*Closed by the Board*	*Board comments on status — June 2014*
1	The Board recommends that the Administration design, communicate and implement a plan within each business area to exploit the defined benefits of up-to-date and consolidated data from the ERP system, including how it intends to realize both qualitative and quantitative benefits of improved information.	16	2012		X				The Administration has plans to train super users in data analytics, but the training has not yet been conducted and the plan is therefore not implemented. The Administration has also established an Umoja training academy.
2	The Board recommends that the Administration adopt a consistent approach to benefits realization which includes: (a) clear categories of qualitative and quantitative benefits; (b) how the different categories of benefits will be measured; (c) a plan to realize the different benefits; and (d) a process to monitor and sign off when the benefits have been realized.	19	2012		X				The Administration has established potential types of qualitative and quantitative benefits and how they may be measured. They have not been agreed upon and adopted by all process owners and the Board has seen no plan for monitoring and signing off on benefits.
3	The Board recommends that the Administration continue to embed the concept of process ownership, including establishing an agreed process for solving disagreements between process owners and heads of departments and offices prior to and following the implementation of the ERP project.	21	2012					X	The Board closed this recommendation because it is a subset of a new recommendation in the present report (summary, para. 29 (d)).
4	The Board recommends that the Administration design a robust methodology which clearly defines: (a) the current status of operational performance in each business unit regarding time, cost, quality; (b) the level of future performance to be achieved post-implementation; (c) the approach and investment involved to achieve the future performance target; and (d) how the benefit achieved will be measured and reported.	26	2012			X			The Board has seen no evidence that this methodology has been developed.

	Summary of recommendation (A/68/151)	*Paragraph*	*Financial period first made*	*Fully implemented*	*Under implementation*	*Not implemented*	*Overtaken by events*	*Closed by the Board*	*Board comments on status — June 2014*
5	The Board recommends that the process owner for finance use the results of the UNIFIL pilot to refine any assumptions around potential qualitative and quantitative benefits when developing benefits realization plans for each department or office.	32	2012					X	This recommendation has been closed and a new recommendation made in the present report (summary, para. 29 (e)).
6	The Board also recommends that other process owners adopt this approach when developing benefits realization plans during the pilot of their respective business processes.	33	2012					X	This recommendation has been closed and a new recommendation made in the present report (summary, para. 29 (e)).
7	The Board recommends that the Office of Human Resources Management confirm that the current training budget will fund the appropriate level of training for the required number of staff.	44	2012		X				The Office of Human Resources Management was unable to confirm that the current training budget would fund the appropriate level of training for the required number of staff. The Office formulated a revised learning and career support strategy, presented to and endorsed by the management committee in March 2014.
8	The Board recommends that the Administration issue guidance to departments and offices on how the associated costs of the ERP project should be quantified, managed and tracked.	64	2012			X			As stated in section III of the present report, there has been no action on this recommendation. The Administration's view is that "collating this information requires additional manual processes and efforts, which could, in the view of the Administration, be better directed to business readiness and training activities".
9	The Board recommends that the project team prepare an overarching commercial strategy which seeks to (a) optimize the value from major suppliers to the ERP project, balancing cost and risks to delivery; and (b) sets out the parameters against which all future procurements should be undertaken.	81	2012		X				The Administration has not developed an overarching commercial strategy for Umoja. It has, however, demonstrated evidence of a considered commercial approach to the remaining procurements.

	Summary of recommendation (A/68/151)	*Paragraph*	*Financial period first made*	*Fully implemented*	*Under implementation*	*Not implemented*	*Overtaken by events*	*Closed by the Board*	*Board comments on status — June 2014*
10	The Board also recommends that the Administration review the need to more generally develop its commercial skills and ability to support major projects.	82	2012		X				As stated in the Board's report on the United Nations (A/69/5 (Vol. 1)), the Administration has taken steps to improve the training of procurement staff in a number of disciplines.
11	The Board recommends that the ERP project team finalize as a matter of urgency the work to develop (a) a detailed and fully integrated project plan, and (b) significantly enhanced project management arrangements to enable more detailed cost and timetable forecasting, and control of risks, including appropriate scenario and contingency planning.	84	2012		X				Some phases on the project plan are combined, but overall this does not present critical paths for all work required. There has been some progress in respect of monitoring progress against expenditure.
12	The Board recommends that the Administration design and implement assurance mechanisms which enable the steering committee to challenge the project on scenarios which may impact on current performance and on future delivery.	105	2012			X			The Administration has not established a system of independent assurance to challenge information from those implementing the project (process owners and the project team). As noted in the previous report, the project team has arranged peer reviews and technical assurance from a professional services firm.
13	The Board recommends that to support better informed decision-making, the project team provide status updates to the steering committee that reflect uncertainty levels relating to forecasts concerning cost, time and quality (for example, by including best case, worst case and likely case scenarios).	112	2012			X			The Board notes an improvement in the information supplied to the steering committee, but there is no evidence that the committee has routinely sought information on uncertainty levels or range forecasts, including best-case, worst-case or likely-case scenarios.
14	The Board recommends that the project director: (a) consider the gaps identified by the Board and, on that basis, reassess the benefits model for the ERP system in consultation with process owners; (b) agree on a baseline with identifiable benefit figures to be realized by each process owner; (c) determine what the actual cashable savings will be; (d) assign accountability to process owners for	19	2011					X	The Board considers this recommendation closed because the Administration has implemented parts (a) and (b) of the recommendation, as previously reported. Part (d) has since been implemented. Parts (c) and (e) are considered to be closed because the Board will follow up on this aspect of benefits realization (summary, paras. 16, 19, 21 and 26).

Summary of recommendation (A/68/151)	Paragraph	Financial period first made	Fully implemented	Under implementation	Not implemented	Overtaken by events	Closed by the Board	Board comments on status — June 2014
realizing the agreed savings and benefits and for developing plans to achieve them; and (e) communicate to the General Assembly what changes to the Organization it proposes to implement to realize the intended annual benefits from the project.								
15 The Board recommends that, in order to enable transparent planning and reporting of the achievement of the projected benefits of implementing the ERP system and to ensure clarity as to whether their achievement will require posts to be released or redeployed, the Administration consult the General Assembly on its benefit-realization plans.	21	2011		X				Implementation of this recommendation will occur only following the finalization of detailed benefits realization plans. The Administration is currently producing those plans and intends to submit an update to the General Assembly in the sixth progress report.
16 The Board also recommends that the Administration: (a) assign clear responsibility for all tasks related to developing proposals for realizing further benefits through changes in the approach to service delivery; and (b) publish a timetable against which those proposals will be developed.	23	2011	X					The Under-Secretary-General for Management has been assigned responsibility for the future service delivery model.
17 The Board recommends that the Administration: (a) clearly set out how it will manage change and embed more efficient and standardized working practices across the Organization; and (b) develop plans for how staff will be supported to develop the skills, capacity and capability to adopt different working practices.	31	2011		X				The Administration had made progress, but needs to reassess the training approach. The closure of this recommendation depends upon the heads of business units, working with the Office of Human Resources Management, the project team and process owners, to use the knowledge of the Foundation roll-out to assess current training needs and plan for how they will equip staff to adopt and embed streamlined and standardized working practices throughout the Organization. This is linked to the recommendation above (A/68/151, para. 44) and the new recommendations made in paragraphs 29 (b), (c) and (d) of the summary in the present report.

	Summary of recommendation (A/68/151)	Paragraph	Financial period first made	Fully implemented	Under implementation	Not implemented	Overtaken by events	Closed by the Board	Board comments on status — June 2014
18	The Board also recommends that the Administration establish a formal approach to managing and improving business processes to enable continuous reform and improvement following implementation of the ERP system.	32	2011			X			There is no formal approach to continuous reform and improvement being applied by business units. The Board notes, however, that a true system of continuous improvement can take several years to embed fully.
19	The Board recommends that the Administration: (a) establish a detailed project plan linking the budget to milestones and deliverables; (b) clearly set out who owns each part of the budget and what they are responsible for delivering; (c) establish arrangements for capturing information on expenditure and progress to enable it to more effectively monitor progress, maintain closer control over costs and improve decision-making about future expenditure.	52	2011		X				The project team did not finalize its work, as previously recommended, to establish a link between budgets, milestones and deliverables. The project team informed the Board that it remained unable to accurately assign costs and budgets to deliverables and milestones because it was unable to determine accurately the amount of staff time spent on specific deliverables and therefore it considered it impossible to establish links between effort, value and delivery.
20	The Board recommends that the steering committee assess whether the Administration has an adequate number of staff with the appropriate commercial and contract management skills necessary to manage contracts with the multiple parties responsible for delivering different interdependent parts of the project.	57	2011	X					The Board has seen evidence that the steering committee has considered this matter.
21	The Board recommends that the project director and the steering committee: (a) reassess the feasibility of the project timetable and budget, taking into account the possibility of optimism bias and the impact of identified risks, and prepare a robust forecast of the cost and the time needed to complete the project under the current scope; and (b) report the findings and proposals to address any increase in cost and time identified to the General Assembly at the earliest opportunity.	72	2011					X	The Board considers this recommendation closed. The Administration reported to the General Assembly on a revised project timeline and budget in the fourth and fifth progress reports, and the Board expects a similar update in the sixth progress report. The Board considers that the current approach to budgeting does not include a robust and explicit pricing of optimism bias or risk as part of the overall forecast. The Board has closed this recommendation and restated the key elements in the present report.

Summary of recommendation (A/68/151)	*Paragraph*	*Financial period first made*	*Fully implemented*	*Under implementation*	*Not implemented*	*Overtaken by events*	*Closed by the Board*	*Board comments on status — June 2014*
22 The Administration agreed with the Board's recommendation that senior management put appropriate controls in place so that they can clearly demonstrate to the General Assembly that assurance can be placed on the reported timetable, and actual and anticipated costs for the ERP project.	75	2011		X				The current approach to cost forecasting means that this recommendation cannot be classed as fully implemented.
23 The Board recommends that the chair of the steering committee and the project director: (a) assign clear ownership of project risks to those with the authority to address such risks; (b) assess and document the likelihood of the occurrence of each risk, including quantified impacts; and (c) establish regular risk monitoring as part of the ongoing budgeting and resourcing arrangements.	80	2011		X				The Board acknowledges the continued positive progress to improve risk management in the project, but also highlights that risks are not quantified considered and part of budget setting.
Total (2012)			–	**6**	**4**	–	**3**	**Three recommendations made in 2013 (A/68/151, paras. 46, 60 and 101) are not included in the table because they are full or partial reiterations of recommendations previously made.**
Total (2011)			**2**	**5**	**1**	–	**2**	**This does not include three recommendations implemented in 2012.**
Total			**2**	**11**	**5**	–	**5**	
Percentage share of total			**9**	**48**	**22**	–	**22**	

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Report of the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization

Repertory of Practice of United Nations Organs and *Repertoire of the Practice of the Security Council*

Report of the Secretary-General

Summary

In conformity with General Assembly resolution 68/115, the present report outlines the progress made by the Secretariat since the last report (A/68/181) in updating the *Repertory of Practice of United Nations Organs* and the *Repertoire of the Practice of the Security Council*. The Assembly is invited to take action in the light of the conclusions drawn in paragraphs 13 and 25 of the present report.

* A/69/150.

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I. Introduction

1. The present report has been prepared pursuant to General Assembly resolution 68/115. In paragraph 8 of the resolution, the Assembly commended the Secretary-General for the progress made in the preparation of studies of the *Repertory of Practice of United Nations Organs*, including the increased use of the internship programme of the United Nations and further expanded cooperation with academic institutions for this purpose, as well as the progress made towards updating the *Repertoire of the Practice of the Security Council*. In paragraph 9, the Assembly noted with appreciation the contributions made by Member States to the Trust Fund for the updating of the *Repertoire* and, in paragraph 10, reiterated its call for voluntary contributions to the Trust Fund for the elimination of the backlog in the *Repertory*, as well as voluntary contributions to the Trust Fund for the updating of the *Repertoire* and the sponsoring, on a voluntary basis and with no cost to the United Nations, of associate experts to assist in the updating of the two publications. In paragraph 11, the Assembly called upon the Secretary-General to continue his efforts towards updating the *Repertory* and the *Repertoire* and making them available electronically in all their respective language versions. In paragraph 12, the Assembly noted with concern that the backlog in the preparation of volume III of the *Repertory* had not been eliminated and called upon the Secretary-General to address that issue effectively and on a priority basis, while commending the Secretary-General for progress made in reducing the backlog. In paragraph 13, the Assembly reiterated the responsibility of the Secretary-General for the quality of the two publications and, with regard to the *Repertoire*, called upon the Secretary-General to continue to follow the modalities outlined in paragraphs 102 to 106 of his report of 18 September 1952 (A/2170). Finally, in paragraph 14, the Assembly requested the Secretary-General to submit a report on both the *Repertory* and the *Repertoire* to the Assembly at its sixty-ninth session.

II. *Repertory of Practice of United Nations Organs*

A. Preparation of supplements to the *Repertory of Practice of United Nations Organs*

2. Bearing in mind the call made upon the Secretary-General, in paragraph 12 of General Assembly resolution 68/115, to address effectively and on a priority basis the backlog in the preparation of volume III of the *Repertory*, the Codification Division of the Office of Legal Affairs, acting as coordinator for the preparation of the *Repertory*, sought to significantly reduce that backlog, in particular regarding volume III, Supplements Nos. 7 to 9 (1985-1999). In line with the understanding with the Department of Peacekeeping Operations referred to in the 2012 report (A/67/189), in which it was agreed that the Codification Division would reach out to partnering institutions potentially willing to prepare draft studies for the articles in question, studies on Articles 35 (General Assembly), 40 and 48, as well as on Article 51 of the Charter regarding volume III, Supplements Nos. 7 to 9 (1985-1999), were prepared and are available online as "advance versions". Single studies for each of the aforementioned provisions of the Charter address the entire period that is covered by the three Supplements. Those studies have been placed on the *Repertory* website (www.un.org/law/repertory). A study on Article 41 covering the same

period, prepared by an external consultant, has also been finalized. These advance versions were submitted to the Department of Peacekeeping Operations, in its capacity as author department, for consideration. Regarding volume III, Supplements Nos. 7 to 9 (1985-1999), a draft study on Article 53 of the Charter is currently being prepared by the Codification Division. It is anticipated that academic institutions will be further assigned with the preparation of other remaining studies to volume III of Supplements Nos. 7 to 9.

3. Significant progress has also been achieved in the preparation of studies for Supplement No. 10 (2000-2009). During the reporting period, studies on Articles 24 to 32, 33 (2), 34, 35 (as far as the practice of the Security Council is concerned) and 36 to 39 for volume III were prepared by the Security Council Affairs Division of the Department of Political Affairs. A study on Article 97 for volume VI was prepared by the Office of the Legal Counsel and the General Legal Division of the Office of Legal Affairs. Furthermore, the following studies were prepared, some of them with the assistance of interns or in collaboration with academic institutions: (a) studies on Articles 40, 42 and 50 for volume III; and (b) a study on Article 98 for volume VI. The studies are available online as advance versions. Those on Articles 40, 42 and 50 were submitted to the Department of Peacekeeping Operations, in its capacity as author department, for consideration. Moreover, studies on Articles 41 and 51 for volume III are in preparation and under review, respectively. Both of those studies were prepared in collaboration with academic institutions. Studies on Articles 104 and 105 are also being prepared by the Office of the Legal Counsel.

4. The Department of Public Information and the Dag Hammarskjöld Library played an important role in supporting the research on the *Repertory*.

5. The current status of the publication is as follows: 28 volumes have been published,[1] and 14 volumes have been finalized and submitted for translation and publication.[2] Consequently, from among the 50 volumes of which the publication as a whole (original *Repertory* and supplements thereto) should consist, work remains to be completed on eight volumes; five of those volumes pertain to Supplement No. 10, covering the most recent reviewable period, and are at different stages of preparation (see para. 3 above). The other three volumes on which work remains to be completed correspond to volume III of Supplements Nos. 7 to 9.

6. Annex I to the present report sets out the responsibilities of individual Secretariat units for the preparation of *Repertory* studies on individual Articles of the Charter. Annex II provides information on the status of the *Repertory*.

B. Availability of *Repertory* studies on the Internet

7. Studies from 42 complete volumes, including the 14 volumes in processing for publication, are available on the United Nations website for the *Repertory* (www.un.org/law/repertory). Advance versions of several studies on individual

[1] *Repertory* and Supplements Nos. 1 to 6 (1946-1984), for a total of 26 volumes, and volumes V and VI of Supplement No. 7 (1985-1988).

[2] Volumes I, II and IV of Supplement No. 7 (1985-1988); volumes I, II, IV, V and VI of Supplements Nos. 8 (1989-1994) and 9 (1995-1999); and volume I of Supplement No. 10 (2000-2009).

Articles for volume III of Supplements Nos. 7 to 9, as well as a considerable number of studies for Supplement No. 10 which have been finalized and are awaiting completion of the respective volumes, continued to be accessible on the website. The electronic version of the *Repertory* includes a full-text search feature, providing users with the opportunity to search all the studies instantaneously for any word or combination of words in the three languages of the publication, namely English, French and Spanish.

8. Currently, all studies available in English are on the Internet, and most of them are also available on the Internet in French and Spanish. Finalized studies awaiting publication are placed on the Internet in the language in which they have been prepared (English for most of them and French for some of them). The Secretariat will continue to make available electronically all three language versions of the finalized *Repertory* studies.

C. Cooperation with academic institutions

9. The well-established cooperation with Columbia University Law School continued for the eleventh consecutive year; this contributed to the preparation of a study on Article 51 for volume III of Supplement No. 10 of the *Repertory*. The cooperation with the University of Ottawa Faculty of Law also continued for the fourth consecutive year and contributed to the preparation of a study on Article 35 for volume III of Supplements Nos. 7 to 9, as well as studies on Articles 40 to 42 and 50 for volume III of Supplement No. 10.

D. Trust fund

10. In its resolution 68/115, the General Assembly reiterated its call for voluntary contributions to the trust fund established pursuant to its resolution 59/44, in order to eliminate the backlog in the *Repertory*. Accordingly, a note verbale was sent to all permanent missions to the United Nations, reminding them of the possibility of making voluntary contributions to the trust fund and inviting them to bring the question of funding for the *Repertory* to the attention of private institutions and individuals that might wish to assist in that regard. The Secretary-General welcomes with appreciation the contributions to the trust fund of €5,000 from Finland and $10,000 from Turkey made since the issuance of the previous report of the Secretary-General on 23 July 2013.

11. A consultant, financed through the trust fund, worked on the preparation of a study on Article 41 for volume III of Supplements Nos. 7 to 9 (1985-1999). The further use of consultants for the preparation of studies pertaining to volumes that are near completion is envisaged. Additional contributions to the trust fund are strongly encouraged, so as to allow the Secretariat to carry out the effective elimination of the backlog in the *Repertory*.

E. Recommendations of the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization

12. The Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization considered the question of the *Repertory* and the *Repertoire* at its session held from 18 to 26 February 2014. In paragraph 64 of its report (A/69/33), the Special Committee recommended, inter alia, with regard to the *Repertory*, that the General Assembly commend the Secretary-General for the progress made in the preparation of studies, including the increased use of the internship programme of the United Nations and further expanded cooperation with academic institutions for this purpose; note with appreciation the contributions made by Member States to the trust fund for the elimination of the backlog in the *Repertory*; reiterate its call for voluntary contributions to the trust fund so as to further support the Secretariat in carrying out the effective elimination of that backlog, as well as the sponsoring, on a voluntary basis and with no cost to the United Nations, of associate experts to assist in the updating of the publication; call upon the Secretary-General to continue his efforts towards updating the publication and making it available electronically in all its language versions; note with concern that the backlog in the preparation of volume III of the *Repertory*, although slightly reduced, has not been eliminated, and call upon the Secretary-General to address that issue effectively and on a priority basis, while commending the Secretary-General for the progress made in reducing the backlog; and reiterate the responsibility of the Secretary-General for the quality of the *Repertory*.

F. Conclusions

13. **With respect to the *Repertory of Practice of United Nations Organs*, in the light of the foregoing, the General Assembly may wish:**

(a) **To note the current status of the publication, including the progress made in the preparation of *Repertory* studies and in their posting on the Internet in three languages (English, French and Spanish);**

(b) **To consider the recommendations of the Special Committee (see para. 12 above) concerning the increased use of the internship programme of the United Nations and the further expanded cooperation with academic institutions for the preparation of studies; voluntary contributions to the Trust Fund for the elimination of the backlog in the *Repertory* so as to further support the Secretariat in carrying out the effective elimination of that backlog; the sponsoring, on a voluntary basis, and at no cost to the United Nations, of associate experts to assist in the updating of the publication; the call upon the Secretary-General to continue his efforts towards updating the publication and making it available electronically in all its language versions, and to continue to address effectively and on a priority basis the elimination of the backlog in volume III of the *Repertory*; and the reiteration of the Secretary-General's responsibility for the quality of the *Repertory*;**

(c) **To note the progress made towards the elimination of the backlog through the utilization of the Trust Fund; and to strongly encourage States to make additional contributions to the Trust Fund.**

III. *Repertoire of the Practice of the Security Council*

A. Mandate and preparation

14. The *Repertoire of the Practice of the Security Council*, originally mandated by the General Assembly in its resolution 686 (VII) of 5 December 1952, continues to provide a record of the evolving practice and procedure of the Security Council in the framework of the Charter of the United Nations and the Council's provisional rules of procedure. Most recently, by its resolution 68/115, the General Assembly called upon the Secretary-General to continue his efforts towards updating the *Repertoire* and making it available electronically in all its respective language versions.

15. Pursuant to the mandate provided by the General Assembly, the Secretariat has continued to make progress in the preparation of supplements to the *Repertoire*. In the past year the Secretariat worked on the seventeenth and eighteenth Supplements to the *Repertoire*, covering the period from 2010 to 2013, within the context of the modalities outlined in paragraphs 102 to 106 of the report of the Secretary-General of 18 September 1952.

16. The completion of the seventeenth Supplement (2010-2011), which has been available electronically in an advance version on the *Repertoire* section of the Security Council website since June 2014, has allowed the Secretariat to focus on the contemporary practice of the Security Council from 2012 onward. Preparations for the eighteenth Supplement (2012-2013) were completed, and the actual drafting began in February 2014.

17. Within the limits of available resources, the Secretariat has continued to produce the *Repertoire* expeditiously, in a manner consistent with accuracy and balance, by employing several efficiency-enhancing initiatives, such as the specialized training of staff; the further development of an internal database to record and retrieve the mounting body of past and current practices and procedures of the Security Council and to generate tables and text; and the updating of internal drafting and editorial guidelines, as well as templates, to capture staff knowledge and ensure consistency in the preparation of the *Repertoire*.

18. The preparation of supplements to the *Repertoire* has not been without its challenges. Although the Secretariat has managed to sustain progress towards updating the *Repertoire* and providing Member States with information on current Council practice, it has continued to face challenges in terms of editing, translating, indexing and publishing those supplements. Different offices in the Secretariat are working together to address existing resource constraints and delays in publishing the supplements.

B. Availability of *Repertoire* studies on the Internet

19. To allow access to information as quickly as possible, the Secretariat has posted on the *Repertoire* section of the Security Council website an advance version of the finalized chapters of the *Repertoire* (see annex III), including all chapters of the sixteenth and seventeenth Supplements (2008-2011). The site, which provides a user-friendly interface by allowing quick access to the wealth of information on the practices of the Security Council contained in the *Repertoire*, is available in all official languages.

20. In addition to the preparation of the *Repertoire*, the Secretariat, upon request, provides information on questions received directly and through the *Repertoire* section of the Security Council website relating to both the current and past practice of the Council and its subsidiary organs. During the reporting period, it responded, in a timely and accurate fashion, to communications and requests for information from Member States, as well as from officials of the United Nations system and staff of other international organizations, non-governmental organizations, students, academic scholars and researchers and the private sector.

21. The Secretariat is also in the process of making the *Repertoire* available through the United Nations eCollection, which is a research tool containing all current publications of the United Nations. As part of its work on the *Repertoire*, and to make the information contained therein more widely accessible, the Secretariat is also publishing, on a quarterly basis, a table of mandate components of current peacekeeping and political missions and, at the beginning of each year, a paper on highlights of Security Council practice in the preceding year. Both documents are available on the website of the Security Council.

C. Publication in language versions (print and electronic)

22. In compliance with General Assembly resolution 55/222, in which the Assembly requested the Secretary-General to publish future supplements to the *Repertoire* in all six official languages, the tenth and eleventh Supplements were the first supplements to be published in all official languages. The twelfth and thirteenth Supplements (1993-1999) are scheduled to be made available on the *Repertoire* section of the Security Council website in all official languages in 2014, followed by the fourteenth and fifteenth Supplements (2000-2007), the translation of which is in progress. The sixteenth Supplement (2008-2009) will be submitted for translation into all official languages once the editing and indexing of the English file is complete. Different offices of the Secretariat continue to make every effort to post the latest supplements of the *Repertoire* in the six official languages as soon as they are available.

D. Resources

23. The preparation and publication of the *Repertoire*, as well as the maintenance of its website in all official languages, would not have been possible without the continuing support of the General Assembly. At the same time, in an environment of financial constraint, voluntary contributions to the Trust Fund for the updating of the *Repertoire* remain an important element for sustaining progress on the

Repertoire, maintaining its website and continuing to improve the accessibility of information about Council practice.

24. The infusion of extrabudgetary resources has enabled the Secretariat to retain the services of temporary staff assisting in the preparation of the *Repertoire*. Since the previous report, contributions to the Trust Fund have been received from China and Turkey. In addition, Switzerland contributed by sponsoring an associate expert in the Security Council Practices and Charter Research Branch, who has been making a valuable contribution to advancing the work on the *Repertoire* and thus helping the Secretariat in its efforts towards updating the publication. To continue meeting that goal, the Secretary-General invites Member States to continue to support the Secretariat's work on advancing the *Repertoire* through their voluntary contributions.

E. Conclusions

25. **With respect to the *Repertoire of the Practice of the Security Council*, in the light of the foregoing and the recommendations made by the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization at its session held from 18 to 26 February 2014, the General Assembly may wish:**

(a) **To note the progress made towards updating the *Repertoire*, including through the utilization of the Trust Fund for the updating of the *Repertoire*;**

(b) **To note with appreciation the contributions made by Member States to the Trust Fund for the updating of the *Repertoire* and to reiterate its call for voluntary contributions to the Trust Fund in order to allow the Secretariat to maintain the progress achieved in the updating of the *Repertoire* in past years;**

(c) **To note the continual efforts to post the *Repertoire* in electronic form in all language versions on the United Nations website;**

(d) **To note with appreciation the support that Switzerland has extended by sponsoring, on a voluntary basis, an associate expert to assist in the updating of the *Repertoire*, and to encourage other Member States in a position to do so to consider providing such assistance.**

Annex I

Secretariat units bearing primary responsibility for the preparation of *Repertory* studies on individual Articles of the Charter of the United Nations[a]

Department	*Repertory volume*
Office of Legal Affairs	Volume I: Articles 1 to 7
	Volume II: Articles 13 (1) (a), 18, 19 and 22
	Volume VI: Articles 92 to 99, 102 to 105 and 108 to 111
Department of Political Affairs	Volume II: Articles 10, 12, 13 (1) (a), 14 and 16
	Volume III: Articles 23 to 39 and 107
	Volume V: Articles 73 to 85, 87 and 88
Department of Peacekeeping Operations	Volume III: Articles 40 to 54 and 106
Office for Disarmament Affairs	Volume II: Article 11
Department for General Assembly and Conference Management	Volume II: Articles 9, 15, 20 and 21
	Volume IV: Articles 60, 61, 62 (3) and (4), 65 to 69 and 72
	Volume V: Articles 86 and 89 to 91
Department of Management	Volume II: Article 17
	Volume VI: Articles 100 (1) and 101
Department of Management with Office of Legal Affairs	Volume VI: Article 100 (2)
Department of Economic and Social Affairs	Volume II: Articles 8[b] and 13 (1) (b) and (2)
	Volume IV: Articles 55 (a) and (b), 57 to 59, 62 (1), 63, 64, 70 and 71
Office of the United Nations High Commissioner for Human Rights	Volume II: Article 13 (1) (b)
	Volume IV: Articles 55 (c), 56 and 62 (2)
Office for Outer Space Affairs	Volume II: Article 13 (1) (a)

[a] This distribution is the result of several decisions of the Interdepartmental Committee on Charter Repertory taken at various times since 1996 and is subject to review by the Committee.

[b] The Department of Management (Office of Human Resources Management) is responsible for the preparation of Article 8 for the period up to and including 1996. For the period from 1997 onward, that responsibility falls to the Department of Economic and Social Affairs.

Annex II

Status of the *Repertory of Practice of United Nations Organs* (July 2014)

Volumes published and on the Internet	Volumes submitted for publication and on the Internet	Studies on the Internet (pertaining to volumes not submitted for publication)	Studies in preparation or in review

Note: The organization of studies in volumes, as indicated below, relates to Supplements Nos. 6 to 10, and varies for the original *Repertory* and Supplements Nos. 1 to 5.

		Supplements									
Volumes, Articles	*Original Repertory*	*1*	*2*	*3*	*4*	*5*	*6 1979-1984*	*7 1985-1988*	*8 1989-1994*	*9 1995-1999*	*10 2000-2009*
Volume I							**I**	**I**	**I**	**I**	**I**
Articles 1-8											
Volume II							**II**	**II**	**II**	**II**	**II**
Articles 9-15, 17-22											
Article 16											
Volume III							**III**	**III**	**III**	**III**	**III**
Articles 23 (1, first phrase) and (3) and 43-48											
Articles 23 (1, second phrase) and (2), 33 (1) and 53											
Articles 24-32, 33 (2), 34, 35 (General Assembly and Security Council), 36-40, 42 and 50											
Articles 41 and 51											
Articles 49, 52 and 54											
Volume IV							**IV**	**IV**	**IV**	**IV**	**IV**
Articles 55 (a)-(b), 57, 62 (2) and 63											
Articles 55 (c) and 56											
Articles 58-62 (1, 3, 4) and 64-72											
Volume V							**V**	**V**	**V**	**V**	**V**
Article 73											

Volumes, Articles	*Original Repertory*	*Supplements*									
		1	*2*	*3*	*4*	*5*	*6 1979-1984*	*7 1985-1988*	*8 1989-1994*	*9 1995-1999*	*10 2000-2009*
Articles 74-85, 87 and 88											
Article 86 and 89-91											
Volume VI							**VI**	**VI**	**VI**	**VI**	**VI**
Articles 92-103, 106-111											
Articles 104 and 105											

Studies prepared from 1954 to 1980

Studies prepared from 1996 to 2014

Annex III

Status of the *Repertoire of the Practice of the Security Council* (July 2014)

Supplements published and posted on the Internet at www.un.org/en/sc/repertoire/	Advance version available on the Internet	Parts in preparation

A. Status of the completed *Repertoire* Supplements

Supplement	*Status*	*Languages*
Original *Repertoire* and Supplements I-IX 1946-1984		English, French
Supplement X-XI 1985-1992		Arabic, Chinese, English, French, Russian, Spanish[a]
Supplements X (1985-1988) and XI (1989-1992)		
Supplement XII (1993-1995)		English, other languages ready for web posting
Supplement XIII (1996-1999)		English, other languages ready for web posting
Supplement XIV (2000-2003)		English, translation into other languages in progress
Supplement XV (2004-2007)		English, translation into other languages in progress
Supplement XVI (2008-2009)		English
Supplement XVII (2010-2011)		English

[a] As mandated by the General Assembly in resolution 55/222, these Supplements and future Supplements to the *Repertoire* are to be published in all official languages of the United Nations.

B. Status of *Repertoire* Supplements in preparation

	Parts (procedural and constitutional)									
	I Overview	*II Provisional rules of procedure*	*III Purposes and principles of the Charter*	*IV Relations with other United Nations organs*	*V Functions and powers of the Security Council*	*VI Pacific settlement of disputes*	*VII Actions with respect to breaches of the peace*	*VIII Regional arrangements*	*IX Subsidiary organs Committees other bodies*	*X Subsidiary organs, peacekeeping and peacebuilding*
Supplement XVIII (2012-2013)										